

MANAGEMENT AUDIT REPORT

of the

POLICE DEPARTMENT

REPORT OF MANAGEMENT

ADMINISTRATIVE

MANAGEMENT

REPORT

REPORT TO THE BOARD OF SUPERVISORS - PART ONE

REPORT TO THE BOARD OF SUPERVISORS - PART TWO

REPORT

1. Chief of Police and Police Department

2. Research Division

3. Training

4. Operations

5. Public

6. Support Services

7. Administration

by

Keith Comrie

City Administrative Officer

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CITY OF LOS ANGELES
CALIFORNIA

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CITY OF LOS ANGELES

CALIFORNIA

KEITH COMRIE
CITY ADMINISTRATIVE OFFICER



ROBERT E. CHASE
JOHN R. COOMBS
WILLIAM R. MCCARLEY
JEROME R. SELMER
THOMAS K. SHIELDS
ASSISTANT
CITY ADMINISTRATIVE OFFICERS

TOM BRADLEY
MAYOR

February 6, 1981

Honorable Tom Bradley, Mayor
Honorable Members of the
City Council
Members of the Board of
Police Commissioners
Daryl Gates, Chief of Police

Attached for your consideration is the Management Audit of the Police Department which was directed under C.F. 78-4454. It includes more than 50 specific recommendations. A confidential working draft of this material has previously been given to the Chief of Police and to the Police Commission in order to secure their verification of the facts, or our interpretation thereof.

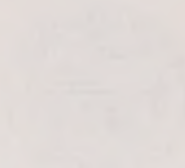
With the financial limitations and uncertainties facing the City, the primary emphasis of the Audit has been on how we can do a better job within the existing Police budget level. Several recommendations result in significant savings; they include: 1) replacing more police officers now in office and administrative jobs with trained civilians at lower salary and pension costs, 2) reducing the number of high level sworn administrative and management positions, 3) reducing the use of two wheel motorcycles. Full implementation of the Audit recommendations would permit an overall net annual savings of \$9 million. If this amount were to remain in the Police budget, it would supply funds for 250 new fully equipped officers on field duty.

The Audit is divided into three parts. Parts One and Two should be reviewed by the Police Department, which should in turn, be asked to respond with specific alternative recommendations in those instances where the Department does not concur with the recommendations. We suggest the Department's response be forwarded to the Police Commission within 90 days.

Part Three of the Audit contains many recommendations which the Police Department staff has indicated to us they would be in substantial agreement. We recommend the Department review these items and forward a report to the Commission for subsequent review by the Mayor and Council by February 1, 1982.

CITY OF LOS ANGELES

OFFICE OF THE CITY CLERK



February 1, 1911

Honorable The Mayor,
City of Los Angeles,
Los Angeles, California.
Dear Sir:


I have the honor to acknowledge the receipt of your letter of the 28th inst. in relation to the proposed amendment to the Charter of the City of Los Angeles, and in reply to inform you that the same has been forwarded to the Board of Supervisors for their consideration. The Board of Supervisors will hold a public hearing on the same on the 14th inst. next, and will then report thereon to the City Council. The City Council will then hold a public hearing on the same on the 21st inst. next, and will then report thereon to the People. The People will then vote on the same at the next general election. I am, Sir, very respectfully,
Your obedient servant,
City Clerk

I am, Sir, very respectfully,
Your obedient servant,
City Clerk

I am, Sir, very respectfully,
Your obedient servant,
City Clerk

We are available to review the Police Department responses, or to discuss the details of the Audit with you at your convenience.

Very truly yours,


Keith Comrie
City Administrative Officer

KBC:JRC:gje

Attachment

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INTRODUCTION

This is the third Management Audit of the Police Department. The two prior audits were completed in 1967 and 1974. On February 8, 1979, the Police, Fire and Public Safety Committee and the Governmental Operations Committee of the City Council meeting in joint session requested the City Administrative Officer to conduct this audit.

The Audit Team has looked at each of the organizational entities composing the Department. The issues discussed herein are those considered to be the most significant. If all of the recommendations included in this report are adopted, a net savings of \$7 to \$8 million will result. This results primarily from (1) the substitution of 256 lower cost nonsworn positions for the same number of current sworn staff, and (2) a reduction in the current number of Departmental sworn management positions from 333 to 260.

Although all organizational units of the Department have been reviewed in this Audit, consideration of the following subjects are specifically excluded primarily because of separate parallel special efforts: The Pension System, Intelligence Operations, Shooting Policy and Officer Involved Shootings, the Emergency Command and Control Communication System (ECCCS), Governmental Consolidation Efforts, and the Public Inebriate concern.

The 1980-81 Budget provides \$272 million in direct appropriations to the Police Department. In addition, directly related costs of operations included in other departments amounted to \$179 million. The total Departmental cost of operations is, therefore, \$451 million or 35 percent of the total City revised Budget appropriation of \$1.3 billion. There were 9,766 regular Budget positions authorized, including 7,146 sworn and 2,620 nonsworn.

The Audit Team was well received by the management of the Department and cooperation during the Audit was good. The draft Audit report was reviewed at length by the Chief of Police and briefly by individual members of the Police Commission. In a December, 1980, written response, the Chief indicated agreement with a number of recommendations and disagreement with others, including the Command structure reorganization (Part Two) and the proposed elimination of motorcycles.

REPORT ORGANIZATION

The very size and complexity of the Police Department dictated that the Audit report would be sizable. Recognizing that the interests of the reader will vary according to subject matter and detail of information desired, the Audit report has been divided into three distinct sections or parts.

Part One - Issues Involving Significant Changes in Operations and Policy - Thirty-two Recommendations

Part Two - Organization - Five Recommendations

Part Three - Issues Involving Significant Procedural and Other New Policy Matters - Thirty-six Recommendations.

At the beginning of each Part, there is a narrative summary of the issues and recommendations contained in the body of the report.

The individual Parts are in turn indexed according to the major issues and recommendations contained therein. From this Index of Issues and Recommendations the reader is directed to the appropriate Section and page. For Parts One and Two the Index identifies with ** several issues and recommendations that could have a major financial or operational impact.

Finally, the recommendations for Parts One and Two are summarized at the beginning; each recommendation is accompanied by a citation which identifies for the reader the Section and page in the report where the complete discussion of the subject can be located. The summary recommendation section also identifies the public body (Council, Mayor, LAPD, other) responsible for initiating the suggested remedial action.

Overview of Report Contents - Parts One, Two and Three

Part One

A number of significant items involving changes in operations or policy are discussed in this section. All of these recommendations have been discussed with the Police Department, with varying degrees of agreement. Many recommendations impact areas where the Department was conducting parallel studies, and agreement is possible in concept but not in detail. The Department has implemented numerous changes to improve operations. These are noted in the report, and in many cases no

recommendation is made because the Department action appears to deal adequately with the situation.

Agreement, at least in concept, was reached in Part I topics of Light Duty Personnel, False Alarm policy, Police Commission Staffing, Patrol Staffing, One-Officer Cars, Directed Patrol, Detective Operations, Overtime (including Court Scheduling), Case Filing Problems, Communications, Vehicle Management, and Information Systems Organization.

Part Two

The issues regarding the Department's basic organization, with recommendations involving the disestablishment of geographic bureaus, streamlining of area station organization, and the consequent reduction of high level uniformed positions, were regarded as sufficiently important that they are treated separately as Part Two.

Part Three

The recommendations of Part III of this report provide significant benefits to the City and the Police Department, but do not propose basic changes in organization, operations, or policies. With only a few exceptions the Department is in agreement with the concept of those recommendations. The appropriate action on recommendations in this part is to instruct Police Department Management to report on the degree of implementation within one year. Details of these recommendations are contained in Part Three and will not be repeated here.

SUMMARY

We have found the Los Angeles Police Department to be a very professional and dedicated law enforcement organization, staffed by high quality employees, challenged by a variety of major societal issues, and capable of meeting the challenges positively. Although impacted by recent limitations on Department resources, an increasing crime rate, controversy over "use of force" incidents involving police officers, and litigation alleging discriminatory hiring practices, one major fact emerges clearly from our Audit: The City of Los Angeles is very fortunate, on balance, to have the services of such an honest and able police department. The leadership of the Department remains strongly committed to excellence of performance and the reasonable resolution of issues.

We have approached the Audit from the standpoint of reviewing the Police Department's use of resources in the context of very real limitations. Our findings indicate there are valid alternatives to present resource utilization, some of which the Department is actively pursuing and others which also merit serious consideration.

Limited Resources

The Department has responded to the post-Proposition 13 environment in a commendable manner. Numerous efforts, detailed in this report, have been made to assign priorities to services and maximize the effectiveness of resources. It has been a difficult period of adjustment for the Department, and we have noted a number of management actions taken which reflect the changing circumstances. However, any operation has room for improvement, and the sheer size of the Police Department presents numerous opportunities for more efficient and effective use of resources.

Sworn Personnel Replacement

Although the Department has made a substantial effort in the past to replace sworn positions with nonsworn positions, there remain many additional valid opportunities for further replacement. We believe that in each instance in which a sworn officer is employed to perform non-peace officer duties there is a dilution of the "law enforcement professionalism" concept. In addition, the potential savings of additional nonsworn replacement are quite significant, and represent a legitimate means of enabling the Department to stretch its resources. We have identified in this Audit report a total of 256 positions which should receive serious consideration for reclassification to nonsworn status, with corresponding potential net savings in excess of \$4 million. These savings could finance an additional 127 police officers for field assignment.

Management Structure

Net savings of approximately \$4 million are possible through organizational changes, after taking into account recommended increases in some activities. One recommendation recognizes the fact that decisions are made centrally in the Office of Operations, and that the "decentralized" geographic bureaus are not functioning as originally planned. Another recommendation would reinstate the concept of one Captain per area station and streamline the chain of command which currently is burdened with too many levels and which frequently is bypassed. Part of the overall change involves the re-establishment of a centralized Traffic Bureau and centralization of the Robbery/Homicide function to promote increased effectiveness. These net savings could finance an additional 122 police officers for field assignment.

Operations

Departmental operations are professionally carried out. Many of the changes recommended in this report are under parallel consideration by the Department, and may be implemented in whole or in part by the time this report is printed. Among these changes are a revision of the patrol deployment formula to account for the priority as well as number of calls, the establishment of a directed patrol concept, and increased (but not total) use of one-officer cars.

Because police cars are generally considered to be very effective for traffic enforcement, and are much safer and less costly than motorcycles, this report recommends that cars be used exclusively for the traffic enforcement function. Motorcycles should be used only for parades and VIP escorts and similar special circumstances, as is now the practice of the Los Angeles County Sheriff's Department.

Support Services

A recurring finding during the course of the Audit was that police officers are not receiving adequate support services in areas ranging from vehicle maintenance to clerical services. This situation appears to result from adding (and later retaining) sworn positions to provide basic police service without commensurate position increases providing support services. The net effect of this policy has been to remove sworn positions from effective police service just as certainly as if the positions had been deleted. Future Department efforts should take this into account.

The Department's records and information systems are a crucial part of its function. To date much more attention has been paid to automated systems than to the equally important manual systems. We have recommended changing the concept of the Planning and Fiscal Bureau to that of an Information Services Bureau to insure consideration of the total system. Part of this recommendation involves the transfer of the Records and Identification Division from Technical Services Bureau to a new Information Services Bureau.

Management/Policy

The sworn classification plan and the Department's rotation policy present problems at all levels. With three paygrades for Captain, movement is sometimes so rapid that continuity of command suffers, especially in the more technical divisions. As a start, paygrades should be eliminated for this class. At the lower levels an inordinate amount of time is spent interviewing for paygrade advancement, both in establishing the "outstanding pool" and in selection of personnel. Apparent inequities occur when personnel assigned to administrative positions are compensated at higher rates than counterparts performing the primary work of the Department in the field. Despite an elaborate set of procedures, the sworn paygrade

selection process leads to the filing of more grievances than any other single cause. Changes in the paygrade structure and procedures are necessary to provide flexibility of assignment and a more stable organization. Also needed is some form of mobility between the Detective and Sergeant classes.

Overtime for Police Officers is a major and often unavoidable cost item. Budget reductions led to a decrease in cash compensation, (partially corrected in subsequent budgets) which led in turn to large accumulations of time-and-one-half compensated time off. The net effect was a reduction of officer time in the field. The maximum possible amount of overtime should be paid in cash.

The court system requirements account for about 40 percent of total overtime costs. Few officers called to court actually testify, and the court system appears to put a "zero value" on officers' time. Making police court overtime a cost of the court system through state legislation is recommended to locate the cost at the point where it is incurred. The Courts and Department should also continue efforts to develop "on-call" systems wherever possible and control overtime according to recently developed procedures.

Light-duty status for injured police officers appears preferable to this Office as opposed to officers remaining off-duty on workers' compensation, even though they cannot perform the full range of duties. However, more control is needed to insure that maximum use is made of their police skills. We have recommended several measures, including a provision to employ light-duty officers in lieu of civilian positions.

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**Related to recommendation of major impact

SUMMARY
OF
RECOMMENDATIONS
PART ONE

The recommendations which appear in this section are summarized and therefore differ in specific wording from those included throughout the report. The controlling wording is that which appears at the point of discussion.

Note: All recommendations keyed by an asterisk (*) will require Mayor/Council consideration prior to implementation.

I Crime Statistics and Police Staffing

Recommendations - None

II Resource Allocation

Recommendations

1. Maintain service levels at reduced cost by replacing sworn personnel with nonsworn personnel wherever feasible and request the assistance of the General Manager Personnel Department in the creation of a generalist paraprofessional category of positions. (Pages II-3 through 8 and Appendix A.)
2. Establish a list of all designated light-duty positions and a centralized reporting system to monitor the assignment and status of light-duty personnel. (Pages II-8 through 10)
3. Establish a part-time, advisory role for area station police officers in support of youth service activities, placing greater reliance on volunteer support for day-to-day program supervision. Assign one full-time Department-wide coordinator and reassign all other full-time youth service personnel to field law enforcement work. (Pages II-10, through 13)
4. Develop and submit to the Mayor for approval a proposed staffing plan for community relations in each area based on the perceived workload and supervisory requirements. (Pages II-13, 14)
- *5. Transfer the responsibility for reviewing and determining the number and assignment of home garaging authorities, from

the Board of Police Commissioners to the Transportation Committee. (Pages II-14, 15)

6. Request an opinion from the City Attorney regarding specific alternatives for regulating alarm company procedures, as outlined in the body of this report. (Pages II-15 through 17)

III Management

Recommendations

7. Establish a nonsworn position to fulfill the multiple functions of Executive Officer, Board Secretary, and Chief Accounting Employee to the Board of Police Commissioners. (Pages III-1, 2) This Recommendation represents an amplification of Recommendation No. 1.
8. *a. That the City Council direct the City Administrative Officer to review all existing paygrade descriptions, and make appropriate recommendations aimed at clarifying and/or streamlining the total system of paygrades. Specific consideration should include at least the following:
 - (1) Elimination, subject to the meet and confer process, of paygrades for the classes of Sergeant, Detective, Lieutenant, and Captain, with provision for bonus rates where clearly appropriate for specific positions. (Pages III-3 through 6).
 - (2) Examination of the feasibility of providing mobility between Detective and Sergeant classifications by class consolidation, or a transfer or reversion procedure similar in impact to that available under Charter Section 108. (Pages III-3 through 6)
- b. Eliminate oral examinations for the Police Officer III paygrade pool and place responsibility for selection on the commanding officer of the unit with the vacancy. (Pages III-3 through 6)

IV Operations

Recommendations

9. Develop an alternative patrol deployment formula which would allocate all field resources on the basis of workload, giving emphasis to high priority calls for service. (Pages IV-5, 6)
10. Develop a program to maximize deployment of one-officer patrol units. (Pages IV-6 through 8)

11. Develop a directed program to make the most effective use of available patrol time. (Pages IV-8 through 10)
12. Assign light-duty officers to perform as much follow-up investigative work as possible to permit able-bodied detectives to pursue more demanding investigative work. (Page IV-13)
13. Utilize the equipment existing in the District Attorney's Office to evaluate the applicability of the PROMIS System to detective investigative activities. (Pages IV 13-14)
14. Provide supervisory training for detectives to improve their competitive position against patrol candidates who have traditionally filled detective supervisory positions. (Page IV-14)
15. Assign Detective III personnel to work cases in addition to providing supervision, as the original concept of this paygrade provides. (Page IV-15)
16. That Police Department management:
 - a. Abolish the use of motorcycles for traffic enforcement and use only on special occasions such as for parades and V.I.P. escorts. Discontinue all home garaging of motorcycles. (Pages IV-17 through 19)
 - b. Require Sergeants now assigned motorcycles to use black and white cars, and assign all traffic field Sergeants to supervise both Traffic Enforcement and Accident Investigation Units. (Page IV-19)
17. a. That Police Department management:
 - (1) Jointly develop, with the General Manager of the City Department of Transportation, a specific plan for parking and intersection control throughout the City and update the plan annually. Submit annual budget requests as required to implement the updated plan. (Pages IV-19 through 22)
 - (2) Assign nonsworn Senior Traffic Supervisors to each Traffic Division headquarters to supervise the Parking and Intersection Control activity. (Pages IV-19 through 22)
- b. That the Chief of Police and General Manager Department of Transportation report annually to the Mayor and Council on the effectiveness of the Parking and Intersection Control activity as it relates to traffic flow and safety. (Pages IV-20 through 22)

V Policy

Recommendations

18. a. That Police Department Management:

- (1) Reduce overtime usage to essential police services as recommended by the Department's Inspection and Control Section on October 24, 1978. (Pages V-2 through 8)
- (2) Simplify record keeping to provide more useful information pertaining to overtime worked. (Pages V-2 through 8)
- (3) Reevaluate the Department's Code Seven policy. (Pages V-2 through 8)

*b. That the Mayor and Council instruct the City Administrative Officer, subject to the meet and confer process, to initiate action necessary to authorize compensation for overtime for the class of Lieutenant on a straight-time basis. (Pages V-2 through 8)

19. That the Police Department management:

- a. Make every effort to secure changes in court procedures which will bring about reductions in the numbers of subpoenas issued to police officers. Such efforts should include seeking legislative changes where necessary. (Pages V-8 through 11)
- *b. Request the City Council to sponsor legislation to require courts to reimburse cities for police officers' court time resulting from subpoenas. (Pages V-8 through 11)

20. Request the City Administrative Officer to meet and confer with the respective employee groups to establish ways to allow employees to voluntarily work for the Department at straight-time pay rates during their off duty hours. (Page V-11)

21. That Police Department management:

- a. Systematically monitor all cases referred by the District Attorney to the City Attorney for filing as a misdemeanor instead of a felony to determine the reasons for the referrals and adjust Los Angeles Police Department criteria for seeking felony complaints accordingly. (Pages V-12, 13)
- b. Identify the major differences between Police Department and District Attorney policies regarding

felony-to-misdemeanor referrals, and request the assistance of the Mayor and Council in working out changes in the District Attorney's practices which would be in the best interests of the City of Los Angeles. (Page V-13)

*22. Request the City Attorney to:

- a. Adjust the working hours of the Deputy City Attorneys assigned to the Bauchet Street facility to better correspond to working hours of the detectives. (Pages V-14, 15)
- b. Adjust the staffing by assigning an additional Deputy City Attorney position to Bauchet Street during peak filing periods in the mornings, reducing the staffing to one Attorney during slack periods in the afternoons. (Pages V-14, 15)
- c. Rotate the lunch hours of the Bauchet Street Deputy City Attorneys so that at least one deputy is available for filing during the lunch hours. (Pages V-14, 15)
- d. Consider the possibility of an appointment system to reduce detective waiting time. (Pages V-14, 15)

*23. Request the City Administrative Officer, subject to the meet and confer process, to pursue the elimination of longevity pay for new Police Officer appointees. (Pages V-16, 17)

VI Support Services

Recommendations

24. That the Police Department management:

- a. Initiate a public information and education program designed to direct nonemergency calls from residents away from the Complaint Boards at the communications centers. (Pages VI-2 through 5)
- b. Expand the capability of the Department to process nonemergency calls at Telephonic Report Units and at area stations. (Pages VI-2 through 6)
- c. Modify Complaint Board procedures and practices to minimize the time spent by Complaint Board Operators in handling routine functions during periods of high call loads. (Pages VI-2 through 6)
- d. Direct the Communications Division to develop a system for the screening of calls received at the Complaint Board during peak calling periods to insure that all emergency calls are processed by Complaint Board

Operators on a timely basis and that nonemergency calls are directed elsewhere when necessary. (Pages VI-2 through 6)

25. Request the assistance of the City Administrative Officer in the identification and implementation of an appropriate automated management information system to provide complete and timely information on fleet operations. Following implementation of such system, and based upon the fleet data provided by it, determine the optimum replacement criteria for various types of vehicles in the fleet. (Pages VI-8, 9)
26. That Police Department management:
 - a. Within existing budgetary funds, accelerate the vehicle replacement program so the current (Post-Proposition 13) replacement mileage criteria may be met each year, pending development of optimum criteria. (Pages VI-9 through 12)
 - b. Authorize paid overtime for nonsworn mechanical personnel. (Pages VI-9 through 12)
 - c. Request the City Administrative Officer and the General Manager Personnel Department to jointly address the special problems faced by the Police Department in hiring mechanical repair personnel and recommend appropriate actions to enable the Department to fill existing vacancies. (Pages VI-9 through 12)
27. Direct the recently created Fleet Control Unit to determine, in cooperation with sworn representatives of the Department's undercover organizations, means of improving the effectiveness of the undercover vehicles in the Department. (Page VI-13)
28. That Police Department management:
 - a. Transfer the Discovery and Warrant Services Units from Records and Identification Division to the Operations Headquarters Bureau. (Pages VI-15 through 17)
 - b. Initiate the replacement of sworn officer positions with nonsworn positions in accordance with Appendix A. (Pages VI-15 through 17) This recommendation represents an amplification of Recommendation No. 1.
29. That Police Department management:
 - a. In the Scientific Investigation Division replace one Captain II and one Lieutenant I positions with nonsworn Director and Assistant Director positions and eliminate one Chief Forensic Chemist II position. (Pages V-17

through 20) This recommendation represents an amplification of Recommendation No. 1.

- b. Resolve attitudinal problems involving the competency and loyalty of nonsworn technical employees of the Scientific Investigation Division. (Pages VI-17 through 20)
- c. Critically screen requests for photographs with a view to reducing the number of calls for photographers. (Pages VI-17 through 20)
- d. Maximize the use of cash overtime for nonsworn employees. (Pages VI-17 through 20)
- e. Replace Photographer II positions with lower-paid Laboratory Assistant positions as attrition occurs so as to properly align the positions with the duties performed. (Pages VI-17 through 20)

30. That Police Department management:

- a. Explore the feasibility of separating the activities of the Firearms and Explosives Unit so that nonsworn employees in the Scientific Investigation Division perform firearms testing, and the sworn employees in the "bomb squad" are assigned regular police duties in another division when not on "bomb squad" assignments. (Pages VI-20, 21)
- b. Establish a supervisory link between the Officer-In-Charge of the "bomb squad" and the sworn management of another division. (Pages VI-20, 21)

*31. Initiate action to close the jails at the North Hollywood, 77th Street, and Venice Area stations. (Page VI-22)

I. CRIME STATISTICS AND POLICE STAFFING

Crime statistics, particularly national crime statistics, have often been quoted to compare or to indicate how the citizens of a given city and/or its police department are faring vis-a-vis their counterparts in other cities and police departments around the country. The crime statistics which are customarily used for evaluating fluctuations in the volume of crime are the annual Crime Index offenses from the "Federal Bureau of Investigation Uniform Crime Reports". The Crime Index offenses, also known as Part I offenses, for each city are comprised of two general crime categories: 1. Violent Crime or crimes against persons which includes murder and nonnegligent manslaughter, forcible rape, robbery and aggravated assault; and 2. Property Crime or crimes against property which includes burglary, larceny - theft, and motor vehicle theft. The FBI chose to tabulate these types of crime because they were most likely to be the types of crimes which the victim would report to the police.

When the FBI Crime Index offenses of various cities are compared on the basis of population, density per square mile, major crimes per square mile, major crimes per 1,000 inhabitants, or on the basis of the ratio of law enforcement personnel to population, no logical relationships are apparent as to the cause of the crime problems or of the relative effectiveness of the various police departments. The FBI has recognized this and has stated in each annual publication of its Uniform Crime Reports in recent years that there are a number of factors affecting the volume and type of crime that occur from place to place - some of which are the:

- * Density and size of community population and its surrounding area.
- * Variations in composition of the population, particularly age structure.
- * Stability of population with respect to transient factors.
- * Economic conditions, including job availability.
- * Cultural conditions, such as educational, recreational, and religious characteristics.

- * Climate.
- * Effective strength of law enforcement agencies.
- * Administrative and investigative emphasis of law enforcement.
- * Policies of other components of the criminal justice system (i.e. prosecutorial, judicial, correctional, and probational).
- * Attitudes of citizenry towards crime.
- * Crime reporting practices of citizenry.

In view of the above factors, the FBI cautions against comparing statistical data of individual communities solely on the basis of their population size. The Bureau indicates that, historically, the causes and origins of crime have been the subjects of investigation by many disciplines but that no definitive conclusions have yet been reached.

An analysis of the Department's crime statistics for the past two decades reveals that the occurrences of all Part I offenses in the City of Los Angeles, which include homicide, forcible rape, robbery, aggravated assault, burglary, theft, and vehicle theft, steadily increased during the period from 1960 through 1971. In 1971, a total of 237,376 Part I offenses of all types were reported in the Department's Statistical Digest. For the next two years the volume dropped steadily to a low of 212,504 in 1973. This was followed by a moderate two year rise to 224,857 Part I offenses in 1975, then another two year decline to 217,838 in 1977. During this six year period the amplitude of the yearly fluctuations of Part I offenses gradually diminished and the level of serious criminal activity in Los Angeles appeared to be stabilizing at an annual volume of approximately 220,000 Part I offenses per year. The number of sworn and nonsworn employees has followed a generally similar pattern - with substantial additions being made during the late 1960's and early 1970's, then stabilizing in recent years. The 1979-80 sworn staffing of the Police Department numbers 650 more police officers than were authorized in 1968-69.

There have been increases in the number of Part I offenses reported during the past two and one half years. There was a 7.1 percent increase in the number of Part I offenses reported in Los Angeles in 1978, bringing the total to 233,339 for the year. Although this was the highest level for several years, it was still slightly below the total for calendar year 1971. In 1979, increases in all types of Part I offenses raised the level 10.8 percent above that of 1978 to a total of 258,635. This increasing trend has continued into the current year. Year-to-date statistics through October 31, 1980 indicate a 13.9 percent increase over the first ten months of 1979.

Los Angeles is not alone in experiencing this recent increase in serious crime. The FBI's Uniform Crime Reports for 1979 indicated that serious crime was up sharply in all geographic regions of the Nation during the past year. Part I crimes increased nine percent nationwide and seven percent in the six largest cities in 1979. Information compiled from FBI reports relative to fluctuations in the level of serious crime (Part I offenses) for Los Angeles and the other five largest cities in the country, for two other California cities, and for the entire United States is shown in Table I.

The recent increase in the number of Part I offenses reported in Los Angeles cannot necessarily be attributed to recent staffing reductions because, as stated in the FBI's Uniform Crime Reports, the effective strength of the law enforcement agency is only one of a number of factors which affect the volume and types of crime which may occur in a community - or from place to place.

It would be ideal if it were possible to evaluate the specific crime problems in the City, and draw a direct relationship between such information and the most effective use of the Department's personnel resources. This is not possible; consequently we can identify no definitive relationship between the crime rate variances from year to year and personnel deployment.

We believe, however, that the audit findings which follow have revealed a number of areas in which improvements can be made, and that implementation of the audit recommendations will enable the Department to more effectively utilize its resources.

Table 1

Annual Fluctuations in Part I Offenses

Category	City	Population*	Annual Per Cent Change						
			1973 to 1974	1974 to 1975	1975 to 1976	1976 to 1977	1977 to 1978	1978 to 1979	
Six Largest Cities (Over 1 million population)	New York	7,298,000-	+ 9.2	+11.8	+13.2	- 7.3	- 6.5	+ 8.9	
	Chicago	3,063,000-	+13.4	- 3.0	- 9.2	- 4.8	- 6.4	- 2.1	
	Los Angeles	2,761,000-	+ 1.8	+ 3.6	- 1.2	- 1.3	+ 7.1	+10.8	
	Philadelphia	1,778,000-	+13.1	+ 3.0	- 8.5	- 6.7	+ 1.6	+13.2	
	Houston	1,555,000+	+10.5	+ 1.2	+15.3	+10.4	+12.5	+ 7.4	
	Detroit	1,290,000-	+17.9	+11.8	- 1.4	-19.4	-10.7	+ 0.2	
Six City Average			+ 9.9	+ 6.3	+ 4.2	- 6.0	- 2.6	+ 7.0	
Average Less Los Angeles			+11.6	+ 6.9	+ 5.2	- 6.8	- 4.5	+ 6.2	
United States			216,863,000+	+17.6	+ 9.8	+ 0.4	- 3.3	+ 1.9	+ 8.0
Other Major California Cities									
	San Diego	800,000+	+16.0	+13.6	+ 4.3	+ 4.6	+ 2.1	+ 7.9	
	San Francisco	655,000-	- 2.8	+15.4	+19.8	- 7.6	- 1.5	+ 0.5	

*1977 Population estimates from 1979 Statistical Abstract of the U.S.

+ or - notation population figures indicates a population increase or decrease between 1970 and 1977.

II. RESOURCE ALLOCATION

The spending limitations included in Propositions 4 and 13 have placed the highest premium on the effective use of resources. The Police Department is confronted with a reduced budget, limitations on hiring, continuing attrition and a rapidly increasing crime rate.

The following sections address areas of concern and in many cases recommendations are offered which will assist the Police Department in striving towards optimum effectiveness in the use of resources. Subjects addressed include replacement of sworn personnel with nonsworn, light-duty assignments, community relations and youth services, home garaging and false alarm response.

Impact of Proposition 13 on the Police Department

In constant dollars, the Police Department budget at the time of our Audit had been reduced by over \$11 million or 5.3 percent following the passage of Proposition 13.

In the 1977-78 Budget (the last budget prior to the passage of Proposition 13) there were 7,411 sworn and 2,890 nonsworn positions authorized in the Department. In the 1979-80 Revised Budget there are 7,103 sworn positions (a reduction of 4.2 percent), and 2,614 nonsworn positions (a reduction of 9.6 percent). In terms of actual deployment the number of personnel has decreased from an average of 7,304 sworn and 2,679 nonsworn in 1977-78 to 6,791 sworn and 2,425 nonsworn through October 21, 1979. This is a decrease of 513 sworn or 7.0 percent and 254 nonsworn or 9.4 percent. The reduction in actual deployment exceeds the reduction in personnel authorities due to the 17 month selective freeze on employment instituted immediately after the passage of Proposition 13 and further hiring freezes required by pending litigation.

In addition to the position reductions and the hiring freeze, there was also an interim budget reduction of cash overtime in 1978-79. As a result, large amounts of compensated

time-off were accrued at the rate of time-and-one-half. This further reduced personnel available for duty. In 1979-80, however, the historical funding level was restored, and, supplemented by interim transfers, the unprecedented sum of + \$7.75 million was expended for cash overtime. The historical level is again continued in the 1980-81 budget.

In order to maintain pre-Proposition 13 service levels, basic patrol and investigative activities have been realigned by the Department. Specialized narcotic enforcement has been reduced to provide additional officers in general investigative activities. In addition, no vehicles were replaced in 1978-79 and only a partial restoration of the replacement program was provided in the 1979-80 Budget. As a result many of the Department's vehicles have mileage in excess of historical replacement criteria and require more maintenance. The reduction of 47 nonsworn personnel from Police Fleet Services has resulted in the curtailing of hours of service at most geographic garages. The transfer of some servicing activities to remaining personnel has made it difficult to adhere to preventive maintenance schedules.

Due to a reduction of 25 sworn and 63 nonsworn positions in the Traffic Control Program, controlled intersections have been reduced from 67 to 8. The loss of thirteen nonsworn positions and nonsworn overtime funds has resulted in delays in providing photographic and fingerprint experts at crime scenes, in analyzing narcotics evidence, scheduling polygraph examinations, obtaining document comparisons and providing expert testimony in some court cases.

The Police Department believes that reductions in repressive patrol have contributed directly to an increase in repressible crimes (robbery, burglary, vehicle theft, and theft from auto) during the last fiscal year.

There is no question that the passage of Proposition 13 has had an effect on Police Department activities. In some cases the effect was felt immediately (e.g., Patrol, Support Services); in other cases the effects may not be felt for years, if ever (e.g., intelligence gathering functions). The contraction of personnel and funds is an unusual set of circumstances for management of the Department. Management has attempted to meet the challenge by changing traditional modes of operation and by realigning certain aspects of the organization.

Sworn Personnel Replacement

Issue

The assignment of sworn personnel to jobs which have no peace officer activities and could be performed by properly trained individuals with no peace officer experience represents an inappropriate and unproductive use of resources.

Discussion

Although a number of sworn positions have been replaced with nonsworn positions in the past, the Police Department has historically been reluctant to replace many of its sworn positions where the duties do not require the skills of a police officer.

This Office noted that there remain many sworn officers who are performing duties which could be carried out by properly trained nonsworn personnel. As in the last two audits of the Police Department we are recommending that the Department undertake a further meaningful commitment to sworn replacement. Those positions which have been specifically identified are listed in Appendix A-1, and described in subsequent sections of this report. The list should not be considered complete, as the Audit did not include a position-by-position analysis of the organization.

Benefits of Sworn Personnel Replacement

As stated in the Police Department manual:

CIVILIAN EMPLOYEES. Law enforcement professionalism is enhanced when officers perform only those tasks where there is an identified need for police knowledge and skills. To this end, the Department employs civilians in those positions where there is no such demonstrated need. In addition to releasing officers for more traditional tasks, the use of civilians makes it possible to hire employees for their specialized skills, thus resulting in greater efficiency.

Since the early 1960's the Department has replaced a number of its sworn positions with nonsworn classifications. It has made good use of nonsworn personnel as employees and supervisors in functions of vehicle maintenance, secretarial duties, jail management, traffic control at intersections and parking enforcement.

For the most part, sworn officer replacement took place during years of abundant funds. The major benefit of substituting nonsworn for sworn personnel, where feasible, is the cost savings which accrue. The nonsworn positions which replace sworn positions generally receive a lower salary, and in all cases the pension costs are much lower. The positions listed in Appendix A-1, if replaced as recommended, provide \$4,051,000 in direct salary and fringe benefit savings which could be available for additional sworn field personnel.

A related benefit of replacement is the elimination of the high turnover of sworn employees filling many nonpeace officer jobs. Sworn officers are rotated in and out of many assignments on a one-to-three-year cycle. This rotation is not necessarily an intentional policy of the Department, but stems from many factors including the following:

- * An involved employee, when eligible for promotion to a higher rank or pay grade, must transfer to a division which has a position in that rank.
- * If the assignment is tedious, uninteresting or carries low prestige, an assigned individual will seek transfer to another position thought to be more interesting or better able to enhance promotability.
- * Department management may decide that the incumbent has demonstrated that he is not well suited for the assignment and should be replaced.

The more complex the assignment and the higher the rank, the more detrimental the effects of rotation will be; the more difficult it will be to find sworn individuals with the qualifications and/or inclination to fill the positions; and the more costly training will be. These difficulties lead to the three factors discussed above which perpetuate the problem. Many of the jobs we are recommending for replacement have these characteristics.

Replacement is recommended for many management and mid-management level sworn positions in divisions and bureaus which are staffed at lower levels with nonsworn personnel, and which perform tasks which are supportive or technical in nature.

Profitable Use of Sworn Personnel in Nonpeace Officer Roles

There are some good reasons why sworn personnel might logically be used in administrative rather than field work. For example, in some positions such as Area Commander and Watch Commander, the rank and command structure clearly require it.

Additionally, there are staff and support positions or functions which may profit from professional sworn expertise. Finally, nonfield work assignments may be filled by officers who have experienced injury or illness, and who are unable to perform normal field activities. Some of the jobs in this latter category may also be considered "soft duty", i.e., filled by officers who, although not injured, may, by virtue of advancing age, no longer be in the peak physical condition needed for field work, but who can still be of service to the Department in a less physically demanding activity. This subject is discussed further in the Section on Light-Duty Personnel.

Level of Commitment to Sworn Replacement

We found varying attitudes toward nonsworn employees among the sworn staff. Some, particularly at the level of Captain and above, expressed the view that nonsworn employees are performing in a satisfactory manner and that further replacement of some sworn positions would not be objectionable. However, many others voiced their reservations about nonsworn employees. Although no specific instances were cited, feelings were expressed that nonsworn employees lacked loyalty and commitment to the Department, that the turnover rate among such employees is excessive, and that they are generally less competent than sworn employees, especially at supervisory levels.

According to the Personnel Division, the turnover rate for nonsworn employees is 17.3 percent while that of sworn employees is 5.4 percent (average percentage of terminations in relation to total authorized). The Personnel Division staff attributes this high nonsworn turnover to the position reductions and freezes brought on by the adoption of Proposition 13. For fiscal year 1978-79, the turnover rate for all positions City-wide was 21.4 percent. So actually, the Police Department turnover rates are below average for both nonsworn and sworn positions.

Some of the reasons expressed by nonsworn employees for leaving the Department included: 1) better promotional opportunities elsewhere; 2) increased job satisfaction elsewhere; 3) negative attitude of many sworn personnel towards nonsworn; 4) management's preferential treatment of sworn personnel (e.g., in disciplinary matters; in the use of paid overtime). While these reasons may or may not be founded in fact, their expression by nonsworn employees indicates that a problem does exist. The fact that nonsworn employees leave Police Department jobs is not necessarily an indication that they have low levels of loyalty or commitment.

Notwithstanding the official posture quoted in the Department manual, it appears the actual level of commitment to sworn replacement is less than present circumstances dictate. The view held by many of the sworn staff that nonsworn employees are less competent and less loyal than sworn personnel is an indication that nonsworn employees have never been fully accepted. The Department should take steps to influence the attitude of the sworn employees to acknowledge the worth of nonsworn employees, and to reduce the factors which lead to job dissatisfaction among such employees.

Expansion of Existing Nonsworn Classifications

One comment heard frequently by the Audit Team from sworn supervisors and management employees was that a drawback to sworn replacement is that management does not have sufficient flexibility in the kinds of work to which nonsworn employees may be assigned. They view a Police Officer, particularly at the III level, as an individual capable of performing any kind of police related assignment, not only in the field but also in the station including research or support functions. Because of the nature of the classification system, there is no nonsworn individual equivalent to this "jack of all trades". As sworn replacement took place, one or two sworn classifications were replaced by a variety of nonsworn classifications or series such as the Latent Fingerprint Expert, Police Service Representative, Station Officer, Photographer, Administrative Aide, Administrative Assistant, Clerk Typist and Clerk Stenographer. Although this diversification met the requirements of the classification system, it placed limits not only on management's flexibility in deployment, but also on the incumbent's opportunities for job rotation, transfer and promotion.

In order to alleviate this rigid job structure a nonsworn "generalist" classification is envisioned, which would give managers more flexibility and nonsworn personnel greater opportunities. A classification with potential for growth is Police Service Representative (PSR). The Department has begun to make use of PSR's on a limited basis in most of the eighteen geographic areas and it is planned that PSR's will replace Police Officers on the complaint board in the Communications Division. Use of this classification could be greatly expanded to fill many positions throughout the Department where the authority to carry a weapon and/or make arrests is not a necessary element to perform the job.

The Audit Team noted another classification in which job assignments have become very rigid. Station Officers either work in the Jail Division or in the Property Division. They seldom if ever transfer between those two divisions, so in

effect, once a choice is made between the two assignments, a Station Officer becomes virtually "locked-in" to one specialization. It appears that the basic aptitudes and abilities of many of the Station Officer incumbents would enable them to work in the geographic areas at the desk and in records or analytical sections. The Department should consider combining the Station Officer and PSR classifications to promote nonsworn flexibility and movement to better assist the sworn officers.

The entry level to the current PSR class is from the principal level of the clerical series, and there is presently no higher level than the entry level. In order to attract and keep more employees in the consolidated classification, entry into the class should be broadened and the entry level salary lowered somewhat. The class should also be expanded with the use of pay grades and additional levels of Senior, Principal and even Chief to attract college educated people from the various administrative series and from outside the City. This expanded series could then be used in many of the positions recommended for sworn replacement, and could provide a satisfactory career ladder. It is probable that an individual working in various jobs through the ranks in this series would be qualified to head a division (such as Property, Jail, or Records and Identification) or even a bureau (such as Technical Services or Information Services) in the Department.

A hierarchy of this sort, using generalist nonsworn personnel and paralleling the hierarchy of sworn employees, is needed if the Department is to make use of its nonsworn employees, and not lose their skills as they reach a deadend in their respective job classifications. Currently, there exist 18 nonsworn jobs in the Department paying average salaries over \$25,000 per year. This number represents less than seven-tenths of a percent of all nonsworn jobs. By comparison, there are nearly 2,400 sworn jobs (Detective and above) paying over \$25,000, which represents well over 33 percent of all sworn positions. If the bonus that is automatically included for the "hazardous" nature of sworn jobs is subtracted, Detectives and Sergeants would be excluded from the comparison. Lieutenants and above account for some 300 jobs, well over four percent, or six times as many higher level jobs in the sworn hierarchy as in the nonsworn. This comparison demonstrates that the perception of an insufficient career ladder among the nonsworn employees is not an erroneous misconception, but a real hindrance to retaining well trained career-oriented personnel. The Department should, with the assistance of the Personnel Department, expand the Police Service Representative, Station Officer or some other consolidated classification into a career series, and use positions in those classes in many jobs currently held by sworn personnel.

Appendix A lists major areas within the Police Department in which sworn replacement is appropriate. Positions.

in many of the areas listed have been recommended for sworn replacement in Appendix A-1.

Recommendation No. 1

That the Police Department management take the necessary actions to:

- a. Substitute nonsworn positions for sworn positions as listed in Appendix A-1.
- b. Request the assistance of the General Manager, Personnel Department, in either creating a new nonsworn classification series or combining existing classifications to provide a generalist para-professional category of positions, as generally described in this report.

Light-duty Personnel

Issue

The Department's policy of listing police officers on light-duty in the table of organization under their original assignments precludes the effective deployment of sworn personnel to regular police enforcement and suppression activities.

Discussion

At any given time, the Police Department will have 200 to 275 police officers on temporary or permanent light-duty assignments. Although the utilization of permanent light-duty assignments in lieu of pension may be cost effective, the practice of showing these officers occupying a "full-duty" assignment has a significant impact on the effective deployment of sworn personnel. For every officer on light-duty there is a corresponding reduction in the number of officers available for deployment in a "full-duty" position. This represents the equivalent of three or more training classes, and, in a period like the present, when police staffing has been reduced and the deployment of police resources must be geared to optimizing personnel utilization, the present light-duty deployment policies are detrimental to Department effectiveness.

There are two types of light-duty employees. The first are individuals who because of physical injuries or ailments are unable to perform the full range of police duties for the

position to which they are assigned. They are, however, able to work in some capacity. The basic policy of the Department is to return light-duty employees to their assigned unit to perform limited duties. Under this policy the Table of Organization (T.O.) remains constant, but the field deployment capability of the Unit is reduced by the number of light-duty assignments. This becomes significant when, as has happened, that Unit has a number of officers on light-duty assignments at the same time.

The second type of light-duty assignment involves individuals who suffer from stress and related nonphysical disorders. This group represents a relatively small number of officers on light-duty assignments. These individuals are assigned to the Personnel Division Medical Research Section for deployment, and do not count against the T.O. of their previous full-duty assignment.

At the present time, specific types of positions which could be used for physical light-duty assignments have not been identified. If the Department were to identify such positions, nonsworn and/or sworn, which could utilize light-duty personnel, specific assignments to these positions could then be made. It is envisioned that the system would function in a manner similar to the current "in lieu" procedure. Officers on light-duty status would be assigned to vacant positions with duties within the constraints of their disability.

The individual officer would be assigned to the position; the unit would remain within T.O. because it is not an extra position, and by making this assignment, the patrol position in the unit would then be vacant, and could be filled without causing the unit to exceed T.O. Upon recovery, the officer could be returned to a regular position. Because vacancies within the Department occur regularly, this movement of staff could be easily facilitated.

We recognize that the above procedure would require training and coordination, and that its greatest benefit would derive from cases of long term disability. The findings of the Audit suggest that sufficient number of long term disability cases exist to implement such a program. Therefore, it is appropriate to implement a system that would minimize the impact of light-duty positions on the deployment of sworn personnel. In the course of the Audit, certain positions and functions were identified which this Office feels would serve effectively as light-duty assignments.

- a. Assistant to Detectives: Light-duty police officers are an untapped resource to alleviate workload problems among detectives (particularly those in Burglary). Detectives frequently voiced complaints to the Audit Team that they did not have sufficient time to adequately investigate the crimes assigned to them. Light-duty assistants could provide needed manpower to

make telephone calls to witnesses and victims, research the background materials and prepare follow-up reports.

- b. Fill-in for vacant nonsworn positions: It is not uncommon for the Police Department to have a number of positions vacant at any given time. Many vacant nonsworn positions may be temporarily filled with light-duty officers, who also may be used to perform some of the tasks of nonsworn personnel absent due to vacation or illness.
- c. Special projects: Light-duty officers may be assigned to assist Analytical Units in the preparation of studies or analyses which would be helpful to the Area Captain.
- d. Long-term substitution: In cases where officers must be assigned light-duty for extended periods of time, and if no sworn desk or detective assistant jobs are vacant, a vacant nonsworn position may be filled by a sworn employee with the understanding that when the employee is able he should be returned to the field and the position filled by a nonsworn employee.

If this general concept is acceptable to the Police Department, the City Administrative Officer will work with the Personnel Department to establish a procedure, patterned after the present "in lieu" approval process, to monitor the administration of light-duty police officer assignments.

Recommendation No. 2

That Police Department management assign staff as required to:

- a. Survey all existing nonsworn and sworn positions and identify specific types of positions that could be used for light-duty assignment. Categorize the light-duty positions by the type of light-duty injury or illness that would or would not preclude participation.
- b. Establish a reporting system to record the assignment of light-duty personnel, and identify which positions are filled and frozen from employment pending the termination of the light-duty assignment.

Community Relations

Considerable resources have been devoted to the Department's Community Relations Program. Each Police area is

responsible for developing and conducting community relations activities that will be most effective for that area.

All Police areas have a Neighborhood Watch Program, an Explorer Scout Unit, and one or more support groups. The command staff of each area typically maintains liaison with the local Chamber of Commerce, service clubs, school associations, clergy councils, and other major community organizations.

In 1979, the Department prepared and issued "Community Relations Guidelines" in order to present a more precise statement of the objectives of the Community Relations Program, establish parameters within which area commanding officers are expected to pursue these objectives, and establish reliable measures of effectiveness and administrative controls. These guidelines should help to improve the use of Department resources and the effectiveness of community relations efforts.

Area commanding officers are required to periodically report to their bureau commanding officers on the results of their community relations activities and to provide an assessment of current community attitudes, problems or concerns. Bureau commanding officers, in turn, must submit to the Director of Operations a quarterly summary and evaluation with recommendations for program alterations or improvements. The Office of Operations Community Relations Coordinator, now a part-time assignment of one bureau Commander, is required to conduct periodic examinations and evaluations of all area community relations programs and to report quarterly to the Director of Operations on current activities. The Community Relations Coordinator provides feedback and guidance to area and bureau commanding officers. Upon implementation of the proposed consolidation of bureau staffs in the Office of Operations, it will be necessary for the consolidated staff to provide assistance to the Commanders assigned to each bureau and the Office of Operations Community Relations Coordinator in carrying out these responsibilities.

There is also a Community Relations Section in the Office of the Chief of Police. This Section serves as a rumor control; contacts community leaders, and provides the Chief of Police with an overview of what is happening in terms of Department community relations. Area commanding officers are apprised of specific problems in the geographic areas and are assisted by the Community Relations Section staff in dealing with sensitive situations.

Prior to the budget cuts resulting from the passage of Proposition 13, there was a Community Relations Officer at each of the eighteen areas in addition to the two Youth Services positions which still exist. The Community Relations Officers coordinated area community relations activities and maintained many community contacts. Their work has now been assigned to the entire command staff in each area. If the organization of the

area command structure is implemented as recommended elsewhere in this report, this Office believes that not more than two community relations positions should be established at those areas where there is sufficient activity to justify it.

In the final analysis, it is the contact between the police officer in the field and the public that most directly affects community relations. Community relations cannot be delegated to just a few.

Youth Services Officers

Issue

The operation of youth programs by Police Department sworn personnel diverts police officers from more important duties.

Discussion

Each of the 18 areas has two police officer positions assigned full time to perform youth services and some community relations activities. The primary responsibility of these "Youth Services Officers" is the Explorer Scout Program. This program has been very worthwhile over the years in providing youth with the opportunity to learn about the law enforcement field, while also providing the Department with a source of assistance for various station activities. We wholeheartedly support the continuation of this program, but believe that volunteers should be recruited for each geographic area to operate the Explorer Program and any other youth activities which can be justified. Volunteers could include regular police officers on their own time, reserve police officers, and selected nonsworn employees. An area on-duty officer might be assigned to advise the volunteer leaders as necessary in addition to other duties, but should not be assigned on a full-time basis.

Juvenile Division also has one Sergeant I and two Police Officer II positions assigned to a youth program unit. They coordinate Explorer participation in events where scouts from several areas are participating (such as the Santa Claus Parade) and they assist in reviewing each station's Explorer Program. We believe only one of these positions should be continued to provide overall direction to the Explorer program and that this position should be provided with volunteer assistance if needed.

Recommendation No. 3

That Police Department management take appropriate action to:

- a. Recruit volunteers for each police area (including regular police officers, reserve police officers, and selected nonsworn employees, all on their own time) to direct the Law Enforcement Explorer program and any other justified youth services activities.
- b. Assign one fixed-post position in each area to advise the volunteer Youth Activity leaders on strictly a part-time basis in addition to other duties.
- c. Assign only one officer in the Juvenile Division to work full time on Youth Services Activities (including the Explorer program), and provide guidance on a Department-wide basis. Transfer other officers now assigned to the youth program unit in the Juvenile Division to perform law enforcement activities.
- d. Upon implementation of a and b above, reassign all 36 area police officers now assigned as "Youth Services Officers" to law enforcement work.

Community Relations Officers

Issue

The proposed reduction in area command staff will result in the need for community relations positions.

Discussion

The new area command organization structure proposed elsewhere in Part II of this Audit report calls for one Captain and four Lieutenants. Under these circumstances there will be less time for command officers to participate in community relations activities than at present. While it is clearly the responsibility of the command officers to establish and monitor community relations programs, they will probably require the assistance of community relations positions to assist them with such activities as coordination, certain public contacts, and measurement of effectiveness.

Department management should prepare a staffing plan for community relations in each area based on workload and supervisory requirements. In no case should there be more than two community relations positions in any area. The rank of the

positions could range from Police Officer to Lieutenant depending upon the specific duties and responsibilities assigned.

Recommendation No. 4

That Police Department management develop and submit to the Mayor for approval, as part of the implementation of the new area organization, a proposed staffing plan for community relations in each of the areas based on workload and supervisory requirements. To the maximum extent possible existing resources should be used in the implementation of this plan.

Home Garaging

Issue

The resources required to provide 405 home garaged vehicles to the Police Department could be better utilized in areas of active law enforcement.

Discussion

Prior to 1971 the review of home garaging requests in the Los Angeles Police Department rested with the City's Transportation Committee consisting of the City Administrative Officer, the Purchasing Agent, and the General Manager of the Personnel Department. The Committee was established by the City Council and the Mayor on February 9, 1951. On August 18, 1970 the City Council adopted a report of the Police, Fire and Civil Defense Committee transferring the responsibility and authority for the home garaging of all police vehicles to the Board of Police Commissioners.

The Board of Police Commissioners has provided the Department with guidelines and policies to be used in evaluating the need for individual home garaging authorities. Generally, all employees assigned to two-wheel motorcycle duty, and all sworn employees at or above the command level (Captain and above) receive home garaging authorization. In addition, authority is granted to employees whose duties regularly subject them to emergency call out; Crime Task Force employees; and to employees whose individual expertise, use of specialized equipment, or assignment of a specially equipped vehicle regularly and without notice require them to respond to a crime scene. The specific Guidelines and Policies can be found in Appendices B and C.

At the time of the transfer of responsibility for reviewing Police Department home garaging requests from the Transportation Committee to the Board of Police Commissioners,

there were 174 vehicle authorities approved for home garaging. By 1979 the number of authorized vehicles had risen to 405. This represents a 233 percent increase in authorized vehicles covering a period in which total regular position authority for sworn personnel increased by only 1.5 percent. At the time of the Audit, the Commission had before it a proposal for 357 vehicle authorities for 1980. Not included in these totals are the home garaging authorizations for motorcycles which numbered 351 in 1979.

Because of the growing need to conserve fuel and because the Police Department has such a substantial number of home garaging authorities, the Mayor requested during the Audit that the Police Commission reexamine all home garaging authorities under its control. It has been estimated by this Office that the fuel, maintenance, and depreciation costs associated with home garaging exceeds \$1.5 million for all vehicles including motorcycles.

In the course of the Audit, the issue of home garaging privileges for command officers was cited by Police Department staff as a factor in Department morale. The point that was raised revolved around the assignment of the Department's limited vehicle resources to command personnel while police officers in the field were denied adequate access to vehicles, or the vehicles that were available were, because of age or condition, inadequate to perform effectively.

Recommendation No. 5

That the Mayor and City Council transfer the responsibility for reviewing and determining the number and assignment of home garaging authorities from the Police Commission to the Transportation Committee.

False Alarms

Issue

Approximately 95 percent of the burglary alarms answered by Police Department patrol units are false alarms. These false alarms are inhibiting response capabilities of the Department.

Discussion

Over a period of years, the Department has determined that false burglary alarms are generating a workload that is inhibiting the Department's ability to respond to legitimate

requests for police service.. False alarms generated by poorly designed systems, inadequate equipment and system maintenance, subscriber unfamiliarity with equipment, and carelessness are contributing to the ever increasing demand for police responses to false alarms. The Department-generated statistics for 1978 indicate that 95 percent of the 168,730 alarm responses were false. False alarms accounted for 15 percent of the 1,050,000 total responses by police units in 1978. The vast majority, perhaps 98-99 percent of the false alarms are from commercial or industrial enterprises equipped with silent alarms. We believe that as more alarm systems are installed, the number of false alarms will surely increase in the future.

The alarm or security industry, for a fee, will design, install and maintain a variety of systems to detect any of several types of incidents for which a response by police or fire units is necessary. Only burglar alarms and police response are to be discussed here. When an alarm is activated, the alarm company notifies the police via special telephone number. The police respond by normally dispatching a 2-man patrol unit or a "Code 30" car (unit that handles only burglar alarms).

Currently, there is limited subscriber or alarm company incentive to reduce the number of false alarms. Improvements to alarm systems generate higher prices and higher subscriber costs. Responses by the Police Department do not result in an out-of-pocket expense to either the subscriber or the alarm company.

The Department is proposing an ordinance that may provide incentives for subscribers by charging subscribers a fee for each false alarm after four in a 12-month period. After the tenth false alarm in a 12-month period, the Department would initiate action to revoke the subscriber's permit to operate the alarm. Provisions within the proposal would not count false alarms caused by atmospheric conditions (wind, power outages, etc.). This concept of charging for false alarms will involve the resources of the City Clerk and the Data Service Bureau to generate billings and collect fees. The false alarm fee should also cover costs created by this collection activity.

The false alarm fee should eventually reduce the number of false alarms. However, we believe a longer term solution is to transfer the present initial response burden from the Department to the alarm companies rather than assessing subscribers with penalties. This "screening" or initial response by an alarm company would put the company in a position to identify problem systems or subscribers, and to take remedial action without involving the Police Department. For example, the alarm industry could establish, either voluntarily or by government regulation, geographically located centralized control and dispatch centers where alarms, from all companies operating within that geographical area, would be received and, prior to calling the police, dispatch an observer to verify if there is a need for the police. Such "geographical centers" could be

operated as a "utility" by an industry association and the users (to be effective, all alarm companies in the area must participate) would be charged membership fees to support the services provided. The observers would determine any obvious sign of entry. If none is found, no call would be placed to the Department. If there were obvious signs (open door, broken window, ladder, etc.), a call would be placed to the Department for response. Any observations made could aid in identifying the perpetrator(s). It is not expected that the observer/private guard would stop or follow suspects or carry weapons. This pre-inspection would require the alarm companies to provide a better level of service, and shift the response burden caused by false alarms from the public sector to the private sector which requires or provides alarm service. By having alarm companies isolate false from true alarms, they could charge their subscribers for false alarms, initiate maintenance and repairs to reduce company and subscriber costs, and better educate the subscriber. Reducing the number of false alarm calls to the Department will generate faster responses to all citizens when a response is really necessary.

We have consulted with representatives of the Department of General Services, the Police Commission staff, and the City Attorney in an attempt to determine if the City could require alarm companies to screen alarms, via franchise agreement, ordinance, or other legislative action. It is not clear at this time whether State regulation of alarm companies (in the Business and Professions Code) precludes the City from regulating alarm companies. Some members of the City Attorney's staff expressed an informal conclusion that the City, through the exercise of its police powers, could impose regulations on alarm companies that would not conflict with the State Business and Professions Code. The City Attorney's staff indicated that the question of State vs. Local Regulation would require extensive research.

Responding to false alarms wastes valuable resources and delays responses to legitimate requests for police assistance. This is sufficient justification for local regulation of the industry if that industry cannot voluntarily adopt a workable system to screen alarms.

Recommendation No. 6

That the Police Department management request the City Attorney to give an opinion to determine:

- a. If the Business and Professions Code, which regulates alarm companies, precludes the passage of local regulations governing operating practices;

- b. If the City, through its police powers, may mandate operating requirements on the alarm companies operating in the City;
- c. If the City may use its existing franchising procedures (now used for cable television, taxicabs, etc.) to create exclusive territories in which only one alarm company would provide alarm service;
- d. What voluntary agreement between alarm companies may be created that would permit operation and maintenance of centralized control and dispatch services (to receive alarms and screen out false alarms) without violating antitrust statutes.

III. MANAGEMENT

This section of the Audit report deals with issues confronting the top management of the Department, and certain Department-wide management policies. Specific subjects treated include the Police Commission, the sworn classification system and morale.

Police Commission

Issue

The Board of Police Commissioners has Charter responsibility to manage the Department, but as a part-time body it has limited time and resources, which are insufficient to address the full range of policy issues facing the Department.

Discussion

Several members of the Board of Police Commissioners were interviewed in the course of this Audit, and each noted that the Board's part-time status makes it virtually impossible for individual members to fully meet Departmental management responsibilities outlined in the Charter.

One time-consuming aspect of the Board's task, which the Audit Team observed at regular public Commission meetings, is the review of police permit applications for a number of businesses as required by the Municipal Code. These permit hearings may take up to an hour of the agenda, and on the average consume an estimated 25 percent of the public meeting time. The Commission may wish to consider a transfer of this function to a separate hearing board with full authority to take final action on all police permit matters. The Commission could thereby focus attention on a wider range of management issues, while maintaining public input on permits.

The Commission has an authorized staff of 23 sworn and 23 nonsworn positions to process and investigate police permits, prepare the agenda and minutes of Board meetings, review complaints received against Department personnel and provide general staff services (Part One, Appendix F). In addition, the

1980-81 budget provides some \$70,000 to hire consultants to the Board who would advise regarding use of force cases and other policy matters.

The overall efficiency of the staff and its effectiveness in analyzing management issues for the Commission could be strengthened by a consolidation and reorganization of existing resources. A new nonsworn position should be established, directly responsible to the Commission, combining the duties of Executive Officer, Board Secretary and Chief Accounting Employee. The clerical, analytical and permit staff should be consolidated under three subordinate supervisors as shown in the referenced Appendix.

Replacement of the permit administrative team by qualified nonsworn employees is recommended elsewhere in this report. Its consolidation with the investigative team would promote cross-training and possible further replacement of officers. At present there are separate clerical staffs for preparation of Board meeting materials and for permit processing; the consolidation of all clerical staff would promote cross-training and possible staff reductions. Assigning the Executive Officer as Chief Accounting Employee would remove the present dual reporting responsibility of the Chief Administrative Assistant in Fiscal Operations Division to both the Chief of Police and the Commission. Finally, by consolidating other staff positions which now report individually to either the Commission or the Commission Services Coordinator, the workload can be shared and an objective set to focus more time on analyzing specific management issues for the Board. The consolidation suggested in this discussion, together with the creation of a new Executive Officer position, would permit elimination of the existing Commander position presently assigned to the Police Commission staff.

Recommendation No. 7

That Police Department management establish a nonsworn position directly responsible to the Board of Police Commissioners to fulfill the multiple functions of Executive Officer of the Commission staff, Board Secretary and Chief Accounting Employee.

(This recommendation represents an amplification of Recommendation No. 1 and is not repeated in its entirety in the Summary of Recommendations.)

Sworn Classification System

Issue

The sworn classification system, with its proliferation of paygrades, is costly to administer in terms of staff time required and in its contribution to loss of flexibility in assignment and utilization of personnel. It results in increased turnover in supervisory and command staff with reduction in Departmental effectiveness.

Discussion

In 1969, the City employed the J.L. Jacobs Company, Inc. to study and recommend on classification and compensation for City jobs. In March, 1970, the Report on Police and Fire Classification and Pay Studies was submitted; the recommendations in the Report were largely implemented in the Budget for fiscal year 1971-72.

In the classification section, there were two major recommendations affecting the Police Department: 1) Creation of a new class of Police Specialist (adopted as Police Investigator, recently changed to Police Detective) for investigative assignments, and 2) Creation of paygrades within the classes of Police Officer, Police Specialist, Police Sergeant, Police Lieutenant, Police Captain, and Police Deputy Chief. Both these recommendations were adopted and many results of the changes have been negative.

The creation of the new class of Detective has served the purpose of recognizing investigative assignments. However, it has also created inflexibility for both the Department and individual officers. The Department is restricted in the assignment and utilization of personnel, as compared to the pre-Jacobs classification structure. Officers find themselves frozen into a specialty, with opportunities for desirable field experience denied them because of their classification.

More opportunities to cross over between the classes of Sergeant and Detective would be beneficial. The Personnel Department should evaluate these two classes and propose methods of promoting mobility between them.

The establishment of paygrades has had even more drastic effects. It has made reassignment of personnel more difficult, made interviewing for positions into a major Departmental activity, and increased turnover.

The establishment of paygrades was intended to enhance assignment flexibility while recognizing compensation levels within classes. Management could assign personnel to higher or

lower paygrades on the basis of need- for particular sets of duties. In actual practice, officers have come to regard reassignment to a lower paygrade position as a violation of rights, and grievances have been filed over such reassignments. There is widespread feeling in the Department that management uses lower paygrade assignments as disciplinary measures.

Advancement from the first to the second paygrade for the Police Officer class is automatic following an individual's initial 18 months of service. However, advancement to Police Officer III is dependent upon an examining procedure fully as rigorous and structured as that applied to any promotion from one civil service class to another. The candidate for advancement to Police Officer III must take a written examination, which at last offering was sufficiently difficult to result in a failure rate of 72.3 percent (526 of 728 candidates failed).

Those candidates surviving the written test must then be interviewed by an evaluation board consisting of two Lieutenants and one Sergeant. The board rates all candidates as either "outstanding", "excellent", "very good", or "satisfactory". The percentage of those candidates who passed the written test and subsequently were rated "outstanding" was, for the last examination, 55.0 percent. An estimated 60 staff days (including interview time) were expended by the Department in these oral examinations.

After reaching the "outstanding" pool, a Police Officer II must then respond to Departmental notices of vacancies for Police Officer III. The unit with the vacancy must interview every individual who wishes to be considered for the position.

Promotion from Police Officer to Police Sergeant requires four years as a Police Officer without regard to paygrade. However, in practice promotion to Sergeant almost always requires experience at the Police Officer III level. For instance, of the 29 Sergeant promotions made in June and July, 1979, orders, only one was a Police Officer II. The career ladder in the Detective series also begins with assignment to a Police Office III position, which is the Detective trainee level. Of the 36 promotions made to Detective on the orders referred to above, only two were from the Police Officer II paygrade.

It appears that the Police Officer III paygrade examination has replaced the Sergeant promotional examination as the crucial career point in an officer's professional life. The original Jacobs concept of the paygrade being attached to duties rather than individuals, with management having freedom of assignment, has not worked. As the example of Police Officer III indicates, paygrades have become virtually the same as classes.

Although Police Officer III is the only paygrade where the written examination and oral interview is required, the formal interview for all interested candidates by the unit having

the vacancy is required for all vacancies in all classes up to and including Lieutenant. In the classes of Police Officer, Detective, and Sergeant, there were 785 advance paygrade vacancies in 1978, all requiring interview of all interested candidates. Inasmuch as each vacancy requires between five and 15 interviews, the process is very expensive in terms of time lost from the primary mission.

Another effect of paygrades has been the increase in turnover of personnel. Because there are so many opportunities for increased compensation, personnel often change assignments. This has a deleterious effect on continuity of programs. Personnel often change positions before the first position has been completely mastered. This reduces productivity and lessens the frequency of job innovations arising from experience in a position. The negative effects of excessive turnover are mentioned in several sections of this Audit report.

The Administrative Code requires the City to review paygrade descriptions on a periodic basis. This has not been done since the Department's system was developed nearly ten years ago. This review should be made by the City Administrative Officer who has the responsibility for reviewing the City's paygrade descriptions.

No changes have been made in the Police Department's paygrade plan since its installation. Modifications to the Fire Department plan were made early, when paygrades in the higher level classes were eliminated. The Police Department's problems, however, are in the lower level classes as well as at the Captain level.

Although the paygrade plan has achieved one of its primary purposes of increasing promotional opportunities, its side effects on the management and effectiveness of the Department have been serious. The plan should be modified by eliminating some paygrades and changing the selection process for another.

Designation of personnel for Police Officer II is automatic and poses no problems for management; the paygrade should be retained. The elimination of the Police Officer III paygrade would eliminate approximately 45 percent of all promotional opportunities available for those personnel who are currently designated Police Officer II. Such a step would be too drastic; however, the process for selection of personnel for Police Officer III should be simplified to require less expenditure of staff time.

The paygrades in all other classes except Deputy Chief should be eliminated. Increased compensation for specific exceptional assignments, such as Assistant Watch Commander, Detective Supervisor could be retained through the provision of bonuses.

Recommendation No. 8

- a. That the City Council direct the City Administrative Officer to review all existing paygrade descriptions, and make appropriate recommendations aimed at clarifying and/or streamlining the total system of paygrades. Specific consideration should include at least the following:
 - (1) Elimination, subject to the meet and confer process, of paygrades for the classes of Sergeant, Detective, Lieutenant, and Captain, with provision for bonus rates where clearly appropriate for specific positions.
 - (2) Examination of the feasibility of providing mobility between the Detective and Sergeant classifications by class consolidation, or a transfer or reversion procedure similar in impact to that available under Charter Section 108.
- b. That Police Department management take action to improve the administration of the sworn classification system by eliminating oral examinations for the Police Officer III paygrade pool, and placing responsibility for selection on the commanding officer of the unit with the vacancy.

Morale

Issue

The Police Department is experiencing declining morale within its ranks.

Discussion

Morale as an issue within the Police Department has been the subject of much discussion in the media coverage of the Department and its operations. The experience of the Audit Team indicates that there is a pervasive feeling among Police Department employees that morale is substantially lower than it has been in the past. In fact, Department management has recognized and expressed concern that morale over the last two years has steadily declined.

An attempt was made by the Audit Team to identify factors which would quantify changes in employee morale. It was hoped that these factors would provide a framework for developing

a historical perspective to compare previous experience with current trends. The following variables were identified as possible indications of quality of morale:

- * Change in the age at which sworn personnel voluntarily retire.
- * Change in the number of retirees as a percentage of the total eligible to retire.
- * Change in the number of requests for disability retirement.
- * Change in the number of grievances filed against the Department.
- * Change in the number of voluntary resignations.

Although the variables studied did not appear to substantiate a dramatic enduring reduction in morale, there are some indications of a change. In fiscal 1977-78, the numbers of eligibles who retired voluntarily (over 300) increased by 100 percent over the number for the previous year. This effect can be attributed to the confusion and fear associated with the passage of Proposition 13. The average length of service of retirees in fiscal 1978-79 was less than 25 years for the first time since fiscal 1970-71. This occurred in spite of the fact that the benefits of the pension system are structured to encourage employees to remain in service until the 25 year mark. By way of comparison, one need only look to fiscal 1977-78 when the average years of service at retirement was 28; this is indicative of some change in individual perceptions of police employment. There has also been a steady increase over the last two years of individuals voluntarily resigning from the Department, with morale frequently being cited as an issue in the decision to resign.

The Director of Behavioral Science Services for the Police Department indicates that morale is a reflection of an individual's perceptions and self-concepts and the resultant response to outside stimuli. In the Police Department there are factors both within and outside the Department which impact on employee morale. During the course of our Audit, the following factors were cited frequently by police personnel as having influenced employee morale.

Perceptions of Department Practices

- * Excessive number of command level positions, Captains and above.

- * Home-garaging privileges and newer vehicles for command staff while field units utilize older marginal vehicles.
- * Excessive call-loads that cannot be answered immediately.
- * High relative priority of staff positions and services in Department budget requests.
- * Failure of the Police Commission and Department management to support Department staff.
- * Inadequacies of the Jacobs Plan.
- * Overly militaristic supervisory practices.
- * Double standard applied in discipline - the discipline of command level staff much more lenient and infractions frequently ignored.

Perceptions of Factors Outside the Department

- * Negative media coverage of the Department.
- * Failure of the City's political structure to support the Department.
- * Reduced budgets.
- * Problems associated with the criminal justice system.

The above factors were the most frequently cited as having an influence on morale. The degree to which each operates is not quantifiable, nor is the list exhaustive, but each represents an element of the overall morale issue.

In the Audit report many of the internal factors impacting upon morale will be addressed, not specifically as a morale issue but rather as matters to be examined critically in accordance with sound management concepts. Specifically, the issues of numbers of command positions, home-garaging, the Jacobs Plan, and workload as an element of staffing are discussed elsewhere in the Report.

The Department has tried to specifically address the feeling of many employees that they are no longer supported by the community, City Hall (Council/Mayor), the Police Commission, and Department management. Management staff, through video programs and meetings with field personnel, has attempted to communicate not only internal support, but also the generally positive public support which continues to exist despite the

recent controversies surrounding the Department. In addition, a developmental effort has been launched to address the potential for training managers and supervisors in a more humanistic approach to supervision, and also how to cope with and address issues of morale.

The perceived issue of the double standard for the disciplining of command level staff versus other staff is especially difficult to discuss from the standpoint of the audit. No quantifiable data were available to substantiate the claims of field personnel. In the absence of such evidence, it is impossible to determine the degree to which the problem exists. However, the fact that the staff perceives the existence of a double standard behooves management to scrutinize its behavior in the disciplining of command personnel and eradicate all practices that even hint at favoritism.

Conclusion

This Audit report contains several recommendations on matters which directly or indirectly affect morale. If these recommendations are implemented by the Police Department, it is anticipated that morale will be improved. The primary efforts will, of course, continue to rest with the management of the Department.

IV. OPERATIONS

This section of the Audit report covers the operational activities of the Police Department, including Field Services (Patrol), Detective Operations, Traffic, Vice Enforcement, Narcotics Enforcement, and Juvenile Crime Enforcement. Findings and recommendations with respect to each of these areas are discussed on the following pages.

Field Services

The Field Services (patrol) force constitutes one-half of the total sworn strength in the Department. "Black and White" units in the field are the most visible sign of police presence in communities, and their response to calls for service is key to citizen evaluation of police effectiveness.

Patrol units are deployed twenty-four hours each day on three basic watches, with mid-watches established for overlapping coverage. The number of officers assigned to each watch varies according to workload, which is generally heaviest in the evening hours. Each area station is assigned a complement of Basic Cars considered to be the minimum staffing required to handle calls for service and routine patrol. Additional units are provided based on relative workload.

Responding to calls for service is a primary function of patrol, representing 28 percent of the total workload. The number of calls requiring that a unit be dispatched has been steadily rising at a rate of 1.4 percent yearly since 1976. An average of 2,500 such calls were received daily at the time of the Audit.

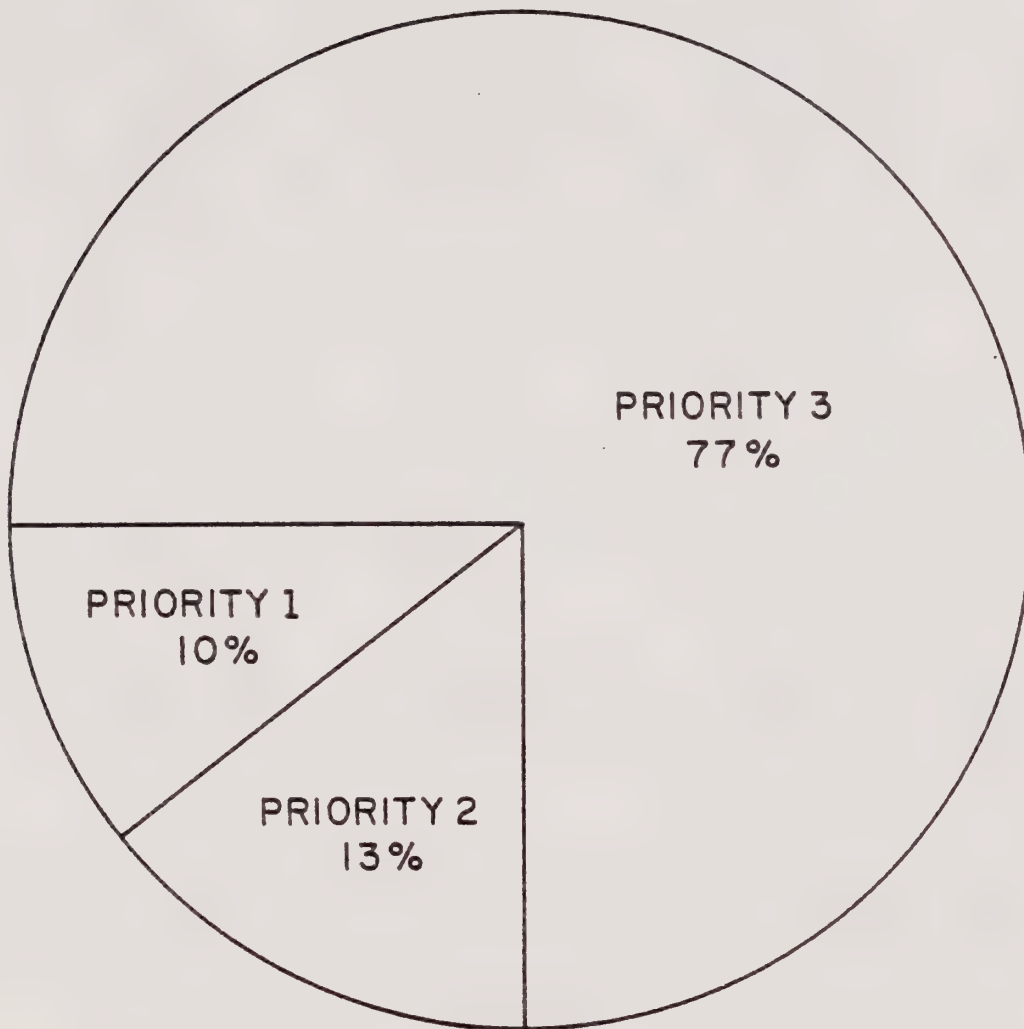
Calls for service are assigned priorities according to the need for immediate police response. Priority One calls are emergency in nature, requiring the immediate presence of an officer when a crime is in progress or has just occurred, and/or where a citizen's life or property is in imminent danger. These calls are given special handling as "hot shots", to assure the fastest response possible. Although they amount to only 10

percent of the calls for service workload, they are the most important in terms of judging police response capability.

Priority Two calls require a faster response, although not on an emergency basis. They are dispatched ahead of routine calls, and assigned units are expected to respond as soon as possible without the use of red lights and siren.

More than three-quarters of all calls are classified as routine (Priority Three), frequently involving follow-up and reports on incidents well after they have occurred. Response time is not critical. Priority Three calls are often handled by taking reports over the phone, by dispatching one-man report units (U-cars) or by dispatching regular patrol units on a time available basis between higher priority calls.

CALLS FOR SERVICE



MARCH 11 - JUNE 2, 1979

(D.P. 3-5)

PRIORITY 1 - EMERGENCY

PRIORITY 2 - URGENT

PRIORITY 3 - ROUTINE

We have reviewed records maintained by the Department which indicate the amount of time normally required to dispatch a patrol unit on high priority calls. We have compared dispatching times over a period of four years to assess trends in handling capability.

The Department has maintained an extremely high level of response in dispatching units to calls requiring the immediate presence of an officer. Consistently 80 percent to 85 percent of these calls are dispatched within three minutes from the time the call is received, thus meeting a goal established by the Department. Response time to the scene once a unit has been dispatched is also excellent. In a sampling of nearly 300 Priority One calls, the median travel time was four minutes. Overall, one can expect that on the average, in most emergency situations the Police Department will have a unit on the scene within seven minutes from the time a service call is received. This performance is a credit to the combined efforts of the communication staff and the patrol force.

Based upon our review of call handling procedures, and considerable time spent in the Communications Division and with patrol units in the field, we are satisfied that police response to emergencies and serious incidents is highly satisfactory. During extremely busy periods in some areas, there will be more delay finding units available for priority calls, but changes in resource allocation and call handling techniques discussed in this report should help improve quick response capability when it is needed.

The basic patrol force is supplemented by the Metropolitan Division (METRO), a select group of enforcement officers working areas of high crime frequency and special problems throughout the City. Unlike patrol, METRO officers are normally exempt from handling calls for service and taking reports. They work exclusively on crime suppression, with ample time for active, directed policing.

METRO is a valuable resource which can be deployed in force to handle unusual occurrences and emphasize crime suppression in areas where the need is greatest. However, the assignment of officers to METRO reduces the field strength available to handle citizen calls for service. If future additions to the patrol force are required, all METRO personnel except the Special Weapons and Tactics (SWAT) Team and related support positions should be redeployed to patrol before consideration is given to adding officer positions.

Alternatives are under consideration by the Department that would better utilize patrol time now spent on routine calls. This effort should be intensified. Managing this 77 percent of the call workload will improve the use of existing resources.

Despite the high overall quality of field services observed during the Audit, there remains potential for improvements in productivity. We have made recommendations to improve the allocation of patrol officers based on workload, to increase coverage by deploying more one-officer patrol units, and to schedule productive patrol activities for officers when they are not answering calls for service. The objective of these proposals is to make the best use of existing patrol resources. Though the recommendations may be implemented separately, they are mutually supportive and should be considered as part of a coordinated plan for increased productivity.

Patrol Deployment Formula

Issue

Patrol resources are not assigned where they are most needed because the deployment formula does not fully recognize the workload differentials and differences in the seriousness of calls between geographic areas.

Discussion

Patrol resources are allocated to the eighteen geographic areas in part according to relative workload, but primarily on the basis of fixed post assignments. Each area is assured manpower to staff from five to nine Basic Car units and three Extra Cars for each watch. These fixed post positions account for 75 percent of the total available manpower. The remaining 25 percent is assigned according to a deployment formula heavily weighted toward relative patrol workload including calls for service, officer initiated activity and a variety of administrative duties.

Near the end of our Audit field work, the department concluded that "because of personnel losses due to budget constraints ... the number of officers deployed by workload must be increased." Fixed post Extra Car (X-car) officers assigned to each area were reduced by 17, thereby adding 306 officers (17 x 18 Areas) to the pool for deployment by workload. Even so, 60 percent of the manpower is still allocated to fixed post assignments.

The position of this Office is that patrol resources should be allocated, with few exceptions, on the basis of relative workload. Basic Cars and Extra Cars should be fully justified by the time required for various patrol activities in each area and unique problems as they arise from time to time. The pool assigned by workload must be as large as possible to provide maximum flexibility in deploying resources. Preservation of the status quo in each area should not take precedence over

management decisions to redeploy personnel as police service needs change.

The patrol deployment formula, used to allocate personnel by workload, weights all calls for service alike. Areas which have an equal service call workload are assigned equivalent resources even though one has a disproportionate share of urgent calls and the other has calls that are mostly routine.

In an era of limited resources, personnel should be directed to areas with the greatest number of high priority calls, while alternatives to the handling of routine calls are developed through projects like the System to Optimize Radio-Car Manpower (STORM), discussed elsewhere in this report. Appendix D shows the assignment of patrol manpower to areas as of August 1979 (column 1). A planned change reducing fixed post Extra Car assignments is in column 2. Under this alternative no station gained or lost more than six officers. Assignments made strictly on the basis of workload would effect a more substantial change (column 3). The Valley and West Bureaus would gain because their overall service call workload is greater. However, if resources were to be assigned by workload strictly on the basis of each area's relative number of Priority One and Two calls, substantial manpower would be shifted from the Valley to South Bureau (column 4).

We do not argue that patrol staffing should be assigned only on the basis of high priority calls. Areas with a larger number of routine calls still need service and must have adequate manpower to handle the urgent calls they do get. We do recommend, however, that an alternative formula be developed to weight the importance of Priority One and Two calls for service.

Recommendation No. 9

That Police Department management assign staff to develop and implement an alternative patrol deployment formula which would allocate all field resources on the basis of workload, giving emphasis to high priority calls for service.

One Versus Two-Officer Patrol Cars

Issue

Dispatching two-officer patrol cars to service calls which require only one officer is an inefficient use of resources.

Discussion

A 1975 study of patrol staffing in San Diego found that one-officer patrol units were "at least equal to and often more

advantageous than two-officer units" in comparisons of performance, efficiency and officer safety. That City found that it could field 18 one-officer units for less than the cost of 10 two-officer units. The conclusion was, "the commonly accepted assumption that two-officer units are safer, more efficient, and more productive than one-officer units can no longer go unchallenged - particularly in view of escalating labor costs."

The Police Department has no written policy regarding one-officer patrol units, although they are in use to a limited extent. The Department has for a number of years assigned one-officer units to take crime reports in the field, and in some areas of the City makes use of one-officer cars for regular patrol and calls for service. During the Audit, the Office of Operations was surveying the possibility of increasing the use of one-officer cars where appropriate. The basic patrol unit however, is still a two-officer car. Eighty-one percent of the patrol force on Day Watch is comprised of two-officer units. Over 90 percent of the officers on P.M. and Morning Watches are in two-officer cars.

PATROL DEPLOYMENT

	<u>Day Watch</u>	<u>P.M. Watch</u>	<u>Morning Watch</u>
Number of Officers Assigned to One-Officer Units	70 (19%)	18 (4%)	7 (3%)
Number of Officers Assigned to Two-Officer Units	<u>296</u> (81%)	<u>418</u> (96%)	<u>232</u> (97%)
Total Assigned	<u>366</u>	<u>436</u>	<u>239</u>

Given that at least 75 percent of the calls for service are routine, and certainly many of these could be handled by one officer with the understanding that back-up assistance is available when needed, it seems clear that expanded use of one-officer patrol cars is warranted. Sending two officers on a call that requires only one is a waste of manpower.

One-officer patrol units provide greater coverage and can increase police visibility on the streets. They can handle a higher volume of work and can improve the overall response time on calls for service.

An intensive pilot study should be conducted in several of the geographic areas to examine alternatives for expanding one-officer patrol units, especially on Day Watch and early P.M. Watch. The impact on officer productivity, safety and effectiveness should be assessed with an eye toward City-wide application, and the results should be presented for Commission review.

Recommendation No. 10

That Police Department management initiate an intensive study in several geographic areas to examine alternatives for expanding one-officer patrol units, and develop an implementation plan for broad scale application based upon a thorough analysis of costs, safety and productivity.

Directed Patrol

Issue

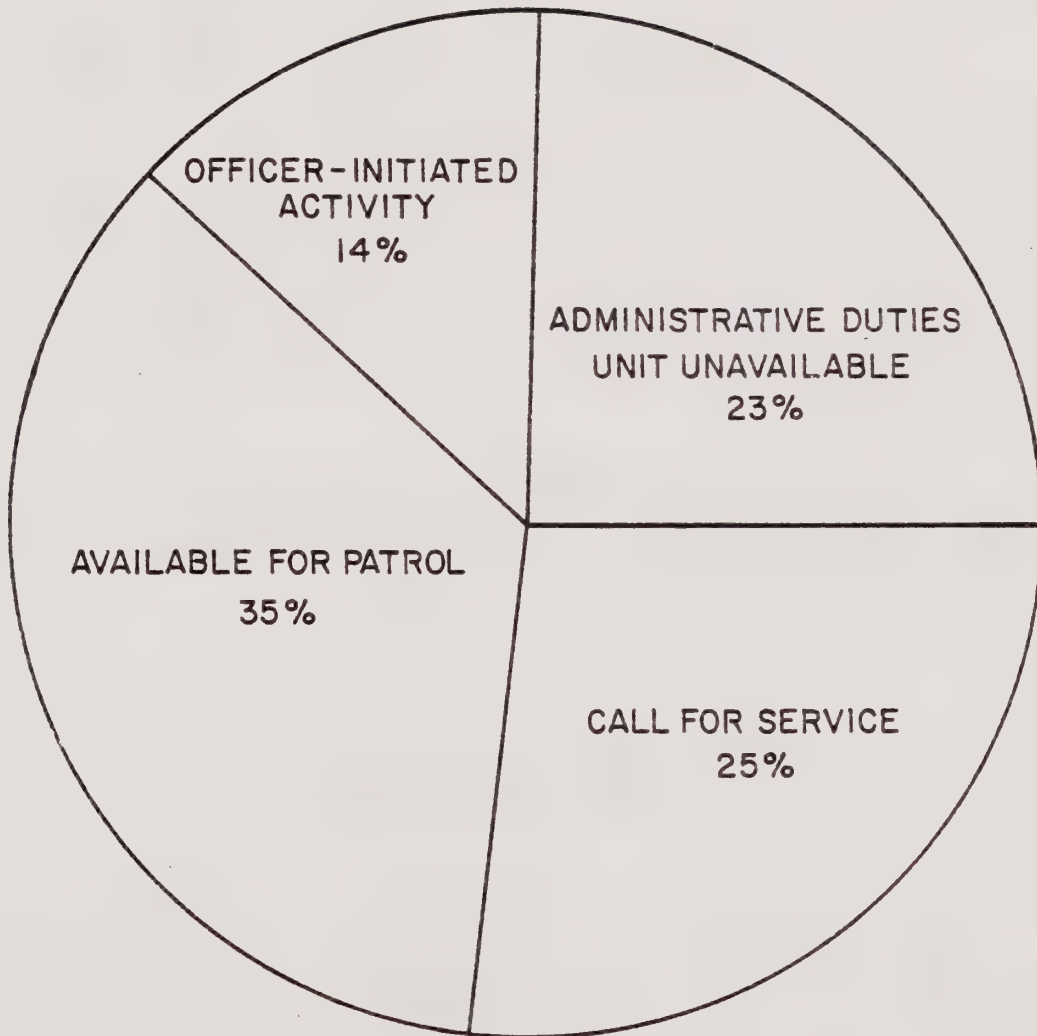
Increased patrol time is becoming available as a result of new management techniques being applied to calls for service, but an organized plan for the most effective use of the increased time has yet to be developed.

Discussion

When officers are not handling calls for service, following up with arrest and report procedures, or working on other administrative duties, they are expected to patrol their areas of responsibility. Nearly half the patrol workload consists of this Time Available for Patrol (35 percent) and Officer Initiated Activity (14 percent); the percentages for these activities have remained stable over the last five years. The amount of Time Available to a unit varies according to the overall workload of an area and the amount of service call activity during the day or week. In a sample of Rampart Area for instance, we found the amount of Time Available for Patrol ranged from a low of 15 percent on a Friday P.M. Watch to a high of 40 percent on a Wednesday A.M. Watch. In Van Nuys, the low was 26 percent and the high was 48 percent. The time increment for patrol activity between calls for service is another variable. Intervals may vary from no time at all to forty-five minutes or an hour.

In order to make effective use of patrol time, it must be available in sufficient increments and when target criminal activity is most likely to occur. By scheduling delayed response to noncritical calls and diverting as many as possible to special report units, substantial blocks of time can be made available to implement a directed patrol program. Every call that can be handled without dispatching a unit saves an estimated 40 additional minutes for a program which attacks problems as they are developing rather than after they have occurred. As more patrol time is made available through STORM and other call management techniques, a program of organized officer-initiated

L.A.P.D. PATROL WORKLOAD
JULY 7, 1979 - JULY 28, 1979



activities should be developed.

The following steps are necessary to commence directed patrol:

- * Patrol commanders should work with the supervisors on specific tactics to deal with pattern crime problems.
- * Officers should be encouraged to do more analysis of crime problems in their geographic areas of responsibility and develop tactics for suppression.
- * Each patrol unit should have a predetermined period of time each day for specific crime suppression details, and should not be given routine Priority Three calls during this time.
- * At the end of a six-month pilot program in selected areas, a report should be prepared comparing the effectiveness of random patrol against an organized patrol program in terms of crime rates, arrests, field interviews and other pertinent factors.

Recommendation No. 11

That Police Department management assign staff to develop a directed patrol program for testing on a pilot basis the effects of officer initiated field tactics in crime suppression. Elements of the program should include specifics discussed in the body of this report.

Detective Operations

A variety of reference documents, research reports and studies were consulted in an effort to better define what detectives do in a police department and the role of criminal investigation in the criminal justice system. This was part of an effort to examine potential measures of detective productivity and effectiveness with a view to determining how to improve the process and increase efficiency.

Subsequently, field interviews were conducted with detectives, adjutants, supervising Lieutenants and Captains, as well as command staff and representatives from the District Attorney and City Attorney. From the comments received and observations, it became clear that no consensus exists on measuring detective productivity. The most often repeated comment was that more investigative personnel were needed. Other statements indicated that the typical productivity measures of

arrests, clearances, filings obtained, and convictions, were inadequate to gauge productivity due to the differences between patrol and detective functions, between general and specialized detective work performed in geographical areas, or between area detectives and the highly specialized headquarters operations handling the most time consuming and complex crime problems.

The Department has developed a sophisticated system to determine the manner in which crime reports are taken, evaluated and investigated. Field services (patrol) units normally are at the scene of a crime first by virtue of their City-wide patrol function. Depending on the crime they respond to, patrol will make an initial determination and assessment and normally take a crime report. Variations will obviously occur depending on the severity of the crime (homicides, robberies, major burglary, etc., where detectives will be called to the scene and could take the report). The crime reports are completed, suspects will be arrested and booked, and the crime report and/or person in custody will then be processed by detectives. This transferring of responsibility enables patrol forces to return to the field. This specialization permits good use of manpower and reduces equipment costs (black and white vehicles, etc.) that otherwise would be necessary if patrol and detective work was performed by a so-called generalist (patrol-investigative) officer.

Once detectives take over the case, suspects are interrogated and available evidence is evaluated. A determination is then made whether or not to seek a filing from the District Attorney or City Attorney.

The Department has recently implemented new investigative procedures whereby cases are systematically assigned priorities according to their seriousness and the availability of leads, and detectives must focus their attention on the high priority cases. The Audit Team had planned to recommend that such a procedure be adopted, but with the Department's recent action this is no longer necessary.

If a crime is serious and complex, the responsibility for the more time-consuming analyses required may be transferred to Operations Headquarters Bureau (Robbery-Homicide, Burglary Auto Theft, Major Crimes or Bunco-Forgery). Such major crimes as the Skid Row Slasher or Hillside Strangler will often be handled by a task force operation within Headquarters Bureau and may include area detectives. Task force efforts consume tens of thousands of staff hours and are well beyond the resources of area detectives. This specialization or stratification of crime investigation enables the better utilization of detective time by segregating criminal investigative procedure to keep the area detectives from being saddled with long, drawn-out investigations.

A review of pertinent literature, including a 1975 study prepared by the Rand Corporation, and the statistical

information published by the Department indicates the patrol force is making the majority of arrests. Obviously, if the field officers can arrive at the scene of an in-progress crime, the likelihood of obtaining a filing and possibly a conviction is significantly improved. Also, an observant and aware general public can add significantly to the likelihood that a suspect can be arrested and convicted.

There are reasonable substitutes for a knowledgeable public or the arrival of patrol officers while a crime is being committed. If the public cannot provide serial numbers of stolen property, names or descriptions of suspects, or license numbers of vehicles, or if there is no identifiable or unique method of entry (in a burglary) or method by which a crime was committed, it appears unreasonable to expect a detective operation to recover stolen property or find the perpetrator. Detectives, contrary to the popular Hollywood film image, cannot "create" evidence of a crime or suspects without information.

The Department, like numerous other police agencies, requires its detective operations to maintain large quantities of statistical information. This includes the number of crime reports taken, arrests, filings obtained and rejected, convictions, clearances (crimes attributed to a person who was arrested or convicted), and follow-up calls or investigations made within specified periods. However, some detective operations do not lend themselves to statistical measurement. This prevents meaningful productivity comparisons between the various detective activities.

Since the measurement of detective productivity is subjective, improvement in detective productivity can occur only when detectives are well supervised, provided adequate support services (such as clerical assistance) and otherwise motivated and encouraged. The "decriminalization" of some crimes (downgrading misdemeanors to infractions) as proposed by the City Attorney will enable patrol and detectives to concentrate their activities on more serious problems.

The following is a discussion of several issues that could well increase detective productivity.

Follow-up Calls

Issue

Under recently implemented investigative procedures, cases that do not contain apparent leads in the initial report are not to be investigated until all more serious and readily solvable cases have been handled. Some of these low priority

cases will never be investigated or solved for lack of time and the victims will not be contacted by a detective.

Discussion

Each area has patrol officers who have been injured and are unable to perform their regular field duties. These light duty officers could be assigned to productively assist with the low priority cases doing follow-up work on the telephone. Thus, more crimes can be investigated and the victims will be contacted by investigative personnel.

Recommendation No. 12

That Police Department management take steps to assign light-duty patrol officers to perform as much follow-up investigative work as possible to permit able bodied detectives to pursue more demanding investigative work.

District Attorney's Management Information System.

Issue

Detectives in area and headquarters operations are generally unfamiliar with the potential usefulness of the District Attorney's Prosecutor's Management Information System (PROMIS).

Discussion

The District Attorney now operates a management information system that may be of use and benefit to Department detectives. The system gathers large amounts of information from crime reports, vehicle impounds, filings, court scheduling, and convictions. Also included in this system is information about victims, accomplices, witnesses, case disposition, and sentences. The system is not widely used although the Department can utilize County equipment at any office of the District Attorney. The system capabilities were demonstrated to the Audit Team, and it is our judgement that it could be of benefit to Department detectives.

Various operating and staff sections were asked if an evaluation of the system as a detective investigative tool was made. No definite answer was given other than if the Department could acquire the hardware and access the data base, then an evaluation could be made. Few detectives use the PROMIS System apparently because they have not been exposed to it or directed to use it. Those detectives who have utilized it find suspects, find witnesses, and develop leads. These detectives indicate

that the system, if properly used, can save hundreds of detective man-hours.

Recommendation No.13

That Police Department management assign staff to evaluate the applicability of the PROMIS System to Department detective investigative activities.

Detective Supervision

Issue

Some detective supervisors (Lieutenants and Captains) do not have sufficient detective experience for effective performance of their duties. Also, some detectives with appropriate experience often do not appear to be successful on Lieutenant examinations.

Discussion

Most Lieutenants and some Captains who supervise detectives were not involved in detective operations prior to their appointments. It is important that supervisors have first hand knowledge of detective operations as well as the principles and techniques of supervision. It was indicated that some supervisors, lacking a good working knowledge of investigative techniques, fail to recognize why the productivity of some detectives is below standard.

It also appears that detectives who have considerable experience often do not do well on Lieutenant examinations when competing against patrol personnel. Some remedial action is indicated.

Recommendation No. 14

That Police Department management initiate remedial action to insure that detective supervisors have the necessary detective experience, and that detectives are prepared to effectively compete on Lieutenant examinations.

Use of Detective III Positions

Issue

Some area detective operations require the Detective III position to perform supervisory duties on a full time basis. This reduces the number of detectives that can carry a case load.

Discussion

The utilization of Detective III's to perform supervisory duties on a full-time basis reduces the number of detectives available to work cases and results in more cases being assigned to the lower level detectives. The original concept of the Detective III position included a "leadman" type of supervisory responsibility rather than full-time supervision. The Detective III should help train a new detective trainee and should carry a caseload as provided for in the original concept.

Recommendation No. 15

That Police Department management assign Detective III personnel to work cases in - addition to providing lead supervision, as the original concept of this paygrade provides.

Traffic Operations

The 1979-80 Budget includes \$23,622,000 for the Police Department's Traffic Program which covers traffic enforcement, accident investigation, and parking and intersection control. Staffing and workload data are presented below:

79-80 Position Authorization

	<u>Sworn</u>	<u>Nonsworn</u>	<u>Total</u>
Traffic Supervision	84	34	118
Traffic Analysis, Safety & Legislation	23	16	39
Traffic Enforcement	328	--	328
Accident Investigation	267	--	267
Accident Follow-up	53	5	58
Parking and Intersection Control	--	300	300
	<u>755</u>	<u>355</u>	<u>1,110</u>

Workload Indicators

	<u>1976</u>	<u>1977</u>	<u>1978</u>
Fatal Traffic Accidents	311	329	396
Injury Traffic Accidents	29,848	31,207	36,217
Property Damage Traffic Accidents	<u>38,201</u>	<u>39,974</u>	<u>41,989</u>
Total Traffic Accidents	<u>68,360</u>	<u>71,510</u>	<u>78,602</u>

As may be seen from the above statistics, the number of traffic accidents continues to increase each year. The Department has been responding to almost all vehicle accidents and preparing accident reports. The Audit Team had planned to recommend that accident reports no longer be prepared on property-damage-only accidents; however, based on its own analysis the Department has now implemented this change effective January 1, 1980. This is very desirable because it will release personnel for more important work.

The number of sworn officers assigned primarily to traffic enforcement activities (motor officers) has remained about the same, while the number of officers assigned primarily to accident investigation work has decreased slightly over the past several years. The total number of sworn officers required for traffic is difficult to assess and has been based largely on the availability of funds.

The 1979-80 Budget includes a decrease in the number of nonsworn personnel assigned to intersection control and an increase in nonsworn personnel assigned to parking enforcement in the City. The Department of Transportation believes that neither parking enforcement nor intersection control is adequately staffed or performed. There is a need for the Police Department and Department of Transportation to jointly prepare a specific plan for parking and intersection control which can serve as the basis for budgeting resources.

A substantial number of parking fines are not being paid. The Department of Transportation has recommended to the City Council that a task force be established to study this situation and recommend appropriate action.

Since February 1979 the Department has had four geographic Traffic Divisions (Central, Valley, South, and West) responsible for carrying out traffic related activities. Traffic Division commanders report to the respective geographic Bureau Deputy Chiefs. There is no longer a central Traffic Bureau. A Traffic Coordination Section is located in the Uniformed Services Group of the Operations-Headquarters Bureau to provide Department-wide guidance with respect to traffic matters.

Use of Motorcycles

Issue

Motorcycles are much more costly for traffic enforcement than cars because one motorcycle is provided for each motor officer and one car could replace three motorcycles; there is a substantial bonus paid to motorcycle officers; motorcycles result in more injuries to officers than cars; and the cost of travel by motorcycle officers going to and from home is paid by the City. In addition, there is a loss of productivity by motor officers during inclement weather when they cannot effectively use their motorcycles.

Discussion

There are several reasons why motorcycles are more costly to operate than cars:

- * Each motor officer is provided with his own motorcycle. If cars were used instead, one car would replace about three motorcycles on the basis of current deployment practices since the same car could be used by one officer on the Day Watch and two officers on the P.M. Watch. A black and white car currently costs about \$7,500 and a motorcycle costs about \$3,800, not including radios.

A 1977 Police Department study estimated that one car would be needed for every three motorcycles now in use and that 115 cars would replace the 350 motorcycles with an annual savings of \$407,464 in purchase and maintenance costs:

350 Motorcycles (.223 per mile)	\$1,148,984
115 Black & White Cars (.248 per mile)	<u>741,520</u>

Estimated Annual Savings for Purchase & Maintenance	<u>\$ 407,464</u>
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- * Motorcycle officers receive a bonus because of the hazard involved in operating these vehicles. The 1977 Police Department study estimated the additional cost of wages and pension benefits at \$1,174,000 a year.
- * The cost of travel by motorcycle officers going to and from home is paid by the City. In 1977, the Police Department estimated 34 percent of the motorcycles were home garaged within City limits while 66 percent of the motorcycles were home garaged outside the City. While no specific data are available, the cost of travel to and from home is undoubtedly a very significant amount.

- * Motorcycle injuries to officers typically exceed those caused by cars. A cost analysis made in 1978 by the California Highway Patrol showed the costs related to injuries for CHP motorcycles was 22 cents per mile as compared to two cents per mile for cars. The CHP now uses motorcycles only on the most congested freeways where cars cannot get through traffic tie-ups as well. The Los Angeles County Sheriff and other local agencies do not use motorcycles for traffic enforcement.

Statistics obtained from the City Personnel Department show that from July 1, 1978 to June 30, 1979 there was a total of 120 injuries to officers riding motorcycles. In many cases, these injuries resulted in lost time and significant cost to the City.

- * Motor officers cannot be fully productive in times of inclement weather. Usually, there are not enough cars available for them to be redeployed to the field. The cost of this loss of productivity is difficult to measure but it is significant.
- * Motor officers cannot transport arrestees, but must call for a Black and White car to assist at additional cost.

The Police Department's 1977 Report states, "Disregarding revenue produced, taking traffic officers off their motorcycles and placing them in black and white automobiles could save approximately 1.6 million dollars a year." We believe the actual savings would be far greater than this because no estimate has been made of the savings which would result from home garaging being discontinued, a reduction in the number of injuries, or a productivity increase in bad weather.

The Police Department report estimated that a change from motorcycles to cars would result in a "40 percent decrease in productivity because of the less effective and efficient mobility and access to violators." No explanation for this conclusion appears in the report. We do not believe there should be any appreciable decrease in productivity or revenue as a result of using police cars for traffic enforcement work. We see no reason why black and white police cars cannot apprehend traffic violators as effectively as motorcycles except under very unusual circumstances. The California Highway Patrol reported an increase in enforcement activity after motorcycles were eliminated from one of its areas.

This Office advocates that the Department should reduce the number of motorcycles to the minimum required for special situations such as parades and VIP escorts, and that they should only be used for these special circumstances and necessary related practice riding. Black and white police cars should be

provided for traffic enforcement officers now assigned to motorcycles.

All of the Sergeants who are now assigned motorcycles should be required to use black and white cars instead, as do the Sergeants who supervise the Accident Investigation cars. All Sergeants should be required to supervise both Traffic Enforcement and Accident Investigation units in the field, as is now done in the Central Traffic Division, in order to improve the utilization of supervisors, including faster response to problem incidents requiring their presence.

Recommendation No. 16

That Police Department management take action to:

- a. Reduce the number of motorcycles to the minimum required for special situations such as parades and VIP escorts; use the remaining motorcycles only for these special circumstances and related practice; and provide cars for traffic enforcement officers now assigned to motorcycles.
- b. Require Sergeants now assigned motorcycles to use black and white cars instead, and assign all traffic field Sergeants to supervise both Traffic Enforcement and Accident Investigation Units.
- c. Discontinue home garaging of all motorcycles.

Parking and Intersection Control

Issue

The City Department of Transportation has stated that the Police Department is not performing intersection control and parking enforcement activities to the extent necessary to provide an adequate level of traffic flow and safety throughout the City. There are also indications the Department is not giving sufficient attention to the management of this activity.

Discussion

The Department of Transportation has reported to the City Council its conclusion that low levels of parking enforcement are leading to widespread disregard of parking and stopping regulations by motorists. The Transportation Department analyzed this problem in some depth and found, "There is simply not sufficient personnel currently provided to effectively enforce the existing parking and stopping restrictions. This has

led to the widespread violations which are obvious on arterials during peak hours, in parking meter districts, and which are partially responsible for preferential parking districts."

The Transportation Department has also reported additional congestion resulting from a reduction in the number of Traffic Officers assigned to direct traffic at key intersections. The Rapid Transit District has complained that its buses are being delayed by this congestion.

Transportation personnel have calculated it would require an additional 291 Traffic Officers, 30 more Traffic Supervisors and additional support personnel to provide the desired level of parking and intersection control. The Transportation Department believes the additional personnel would more than pay for themselves by revenue from citations and that parking meter revenues will also be increased. Historically, the revenue from parking enforcement has been considerable. Substantial additional revenue should result if more Traffic Officers are provided, although it is not possible at this time to determine whether such revenues would fully offset the additional costs involved.

The Police Department has made no recent assessment of the total number of Traffic Officers required to provide an adequate level of parking and intersection control, and as of this writing, 21 positions were being held vacant. This appears to be due to the lack of consideration of the movement of people and goods as a Police Department priority objective. There is a need to develop staffing standards to determine the appropriate number of personnel. There is also a need to establish equipment and housing requirements for this function, and to determine the most appropriate entity to administer the school crossing guard program.

This Office believes the Police Department and the Department of Transportation should jointly develop a specific plan for parking and intersection control throughout the City. This plan should cover deployment and include staffing requirements based on appropriate standards. Potential revenue from any proposed additional parking restriction enforcement activities should be analyzed and presented. The plan should also include equipment and facility requirements and address the future placement of the crossing guard program. The plan should be updated annually as conditions change, and the Chief of Police should submit annual budget requests needed for implementation. The Department of Transportation should annually report to the Mayor and Council on the effectiveness of the Parking and Intersection Control activity as it relates to traffic flow and safety in the City.

First line Parking and Intersection Control Supervisors report in most cases to Sergeants at area stations. These Sergeants have many other responsibilities, and in some cases do

not have the interest or experience necessary to properly direct the Parking and Intersection Control activity in their area. It is recommended that four nonsworn Senior Traffic Supervisors be used in place of Sergeants to supervise the Traffic Supervisors and that one Senior be located at each Traffic Division Headquarters. There is currently a Senior Traffic Supervisor at Central Traffic Division and this position is functioning effectively, so only three new positions would be required. Basically, the Senior Traffic Supervisors will be able to devote their full time and ability to the supervision of this activity and they will be in a position to assign personnel as required within the larger Traffic Division boundaries.

The proposed Central Traffic Bureau recommended elsewhere in this report should also improve management of the parking enforcement and intersection control function. More attention can be focused on this activity by the new Bureau staff. Under the present organization, for example, the Traffic Coordination Section has no responsibility for assessing overall requirements for this function or monitoring operations. It has been the responsibility of area commanding officers to determine what is required in their areas, and the needs of the nonsworn Traffic Officer operation have not, in our opinion, been given sufficient attention.

Recommendation No. 17

a. That Police Department management:

- (1) Jointly develop, with the General Manager of the Transportation Department, a specific plan for parking and intersection control throughout the City, and update this plan annually. The plan should cover deployment and staffing requirements based on appropriate standards. Potential revenue from any proposed new traffic enforcement activities should be analyzed and presented, with consideration being given to adding personnel in increments so that estimated revenue increases can be substantiated and the optimum number of personnel determined. The plan should also include equipment and facility requirements, and address the future placement of the school crossing guard program.
- (2) Submit annual budget requests as required to implement the updated plan.
- (3) Assign nonsworn Senior Traffic Supervisors to each Traffic Division Headquarters to supervise the Parking and Intersection Control personnel in place of Sergeants at area stations.

- b. That the Chief of Police and General Manager Department of Transportation report annually to the Mayor and Council on the effectiveness of the Parking and Intersection Control activity as it relates to traffic flow and safety.

V. POLICY

Within any organization there are certain policy issues that transcend the organizational structure. These are issues that either impact many facets of the organization, such as overtime and personnel utilization, or they are issues that involve the Department's interaction with external agencies or individuals, such as the criminal courts, that require a uniform policy statement from management. The policy issues focused on in this section of the Audit report include overtime and personnel utilization, court case administration, and longevity pay.

Overtime and Personnel Utilization

Because personnel limitations must be viewed as a way of life for the Police Department, it is imperative that the Department maximize the utilization of its personnel resources. The impact of accumulated overtime has become a major impediment to effective personnel utilization. In fact, the problem has become so serious that the Chief of Police specifically requested that the Audit address this issue.

The availability of overtime to perform essential police functions is vital to effective Department operation. The City in recent years, has restricted the amounts appropriated to pay Police overtime. However, overtime continues to be required, but instead of being paid, officers receive compensated time-off at a later date. This practice places the Department in a "Catch 22" situation. It must authorize overtime but for every hour authorized it knows it will lose one-and-one-half hours of employee time later on. This in turn generates new overtime requirements. During 1980 the situation improved due to increased cash overtime expenditures.

Another factor which influences effective personnel utilization by the Police Department is the court system and its attendant delays and requirements. Time spent by police officers in court related activities accounts for 40 percent of the

overtime utilization in the Department. This is in addition to that time devoted to the courts during regular on-duty hours.

The Audit, in addressing the requirements of personnel utilization resulting from overtime accumulation and the demands of the court system, has made recommendations which address not only Police Department procedures, but also the need to negotiate procedural changes with the courts to alleviate those practices which unnecessarily create demands on the Police Department's staff.

One issue relating to personnel utilization was singled out for special attention. The findings of the Audit suggest that, if existing personnel were allowed to voluntarily work at straight time rates during their off duty hours, this resource could be utilized to reduce the impact of vacant positions and in turn reduce the overtime demands created by these vacancies. At the present time, the Department cannot utilize its employees in this way.

Overtime - General

Issue

The conditions under which overtime in the Police Department is administered preclude the Department from realizing the expected benefits of additional deployment capabilities, and have had a negative impact on field strength.

Discussion

The ordinance providing for compensation of sworn personnel for overtime worked became effective July, 1968. The purposes of the ordinance were:

- a) To compensate sworn personnel for the performance of authorized essential police functions during nonscheduled duty hours.
- b) To provide additional field personnel at a time when recruitment was difficult.

Neither of these objectives has been fully achieved because the success of the ordinance is predicated on the premise that overtime would be paid rather than compensated in time off.

As long as employees are paid for at least one third of their accumulated overtime, the objectives of the ordinance can be satisfied. But as soon as paid overtime represents less than one third of the total overtime compensation, the accumulation of

overtime becomes counterproductive. To illustrate the problem, consider the following situation:

If during the course of a year there was a need to work 8 hours of overtime, employee compensation under the City's overtime policies would be provided at the rate of time-and-one-half or 12 hours. Assuming that funds were available to pay only 3 of the 12 hours, the employees would, at some future date, take 9 hours of compensated time off from work. In this example, the City experiences a net loss of productive employee time of one hour. This example is summarized below.

<u>Worked</u>	<u>Compensated</u>	<u>Paid</u>	<u>Off</u>	<u>Change in Productive Hours</u>
8 hrs	12 hrs	3 hrs	9 hrs	(1) hr

The situation as described above has occurred within the Police Department because of two competing objectives within the City. On the one hand, amounts appropriated to the "Overtime-Police Officers" Account have been steadily restricted in recent years until in 1978-79 drastic reductions were made in response to Proposition 13. Conversely, the Police Department has continued to utilize substantial amounts of overtime. Therefore, additional field personnel are not being provided as a result of overtime; to the contrary, in 1978-79 there was a net decrease of approximately 116 equivalent man-years due to overtime (See table below). This negative impact on field strength occurs because overtime hours worked exceeded the total overtime hours paid by three times or more. In 1978-79, overtime hours worked was nearly six times overtime hours paid.

The following table compares the Police Department's "Overtime Equivalent Man Years" for the fiscal years 1968-69, 1971-72, 1975-76, and 1978-79.

Year	Sworn Employed (Decem- ber 31)	OVERTIME EQUIVALENT MAN-YEARS					Net Chg. Man Yrs.	% Chg. Man Years
		Police				Accumula- ted @1-1/2 to 1 to be taken off		
		Officer Worked	Overtime Paid	%	Worked Accrued			
1968/69	5937	300	213	71(%)	87	130	170	2.7(%)
1971/72	6994	331	186	56	145	218	113	1.6
1975/76	7506	441	159	36	282	423	18	.2
1978/79	6939	468	79	16	389	584	(116)	(1.6)

The City's decision to restrict appropriations to the "Overtime-Police Officers" Account did not reduce the total cost of overtime; it merely transferred the cost to the regular "Police Officers" Salaries Account. The table below indicates that the total cost of overtime in 1978-79 was approximately \$14,570,000, which includes \$2,460,000 in paid overtime and \$12,110,000 for compensatory time paid from the Regular-"Police Officers"

Salaries Account. The 1978-79 cost of overtime to the Police Department exceeds by \$5,230,000 the estimated 1968-69 overtime costs as adjusted for inflation. The 1968-69 overtime costs for paid and compensatory overtime have been estimated at \$3,481,845, and when adjusted for inflation to the 1978-79 level the estimate is \$9,340,000.

COST OF OVERTIME - FISCAL YEAR 1978-79

<u>Source</u>	<u>Percent</u>	<u>Equivalent Staff Years</u>	<u>Approximate Costs</u>
"Overtime Police Officers" Account (Cash)	16.9%	79	\$ 2,460,000
Regular-"Police Officers" Salaries Account (Time Off)	83.1	389	12,110,000
	<u>100.0%</u>	<u>468</u>	<u>\$14,570,000</u>

Allocation of these costs to major activities for which overtime was worked is summarized as follows:

Court	40.3%	\$ 5,870,000
Investigation	39.2	5,710,000
Crime Repression	11.4	1,660,000
Traffic	5.5	800,000
Other	<u>3.6</u>	<u>530,000</u>
Total	<u>100.0%</u>	<u>\$14,570,000</u>

In addition to the negative impact on field strength and the high costs of overtime, Watch Commanders have complained that the deployment of officers has become a problem because officers who take accumulated overtime off are not available for assignment.

An essential element of the overtime problems facing the Department stems from the inherent difficulty in exercising control over the amounts of overtime worked in the police service. Certain police activities, specifically crime repression, investigation, traffic, and court time, which constitute 96 percent of overtime, are unique police service functions where the need to work overtime frequently originates from circumstances beyond the control of the Department. Thus, it is particularly difficult for supervision to control overtime.

If the negative impact on field strength is to be reversed or minimized, it appears that one or more of the following actions must be taken:

- * Pay substantially more or all overtime in cash.
- * Revise the ordinance to compensate overtime worked on a straight time basis.
- * Reduce the amount of overtime worked by more intensive management and supervisory control at all levels.

Under present conditions only the latter alternative appears to be viable.

The Department has recognized the problem and in the October 24, 1978 audit by the Police Department Inspection and Control Section concluded that:

The short-term solution to current workload, granting overtime, cannot be allowed to continue as it has been historically employed because the long-term effects are disastrous. Only those activities which are absolutely essential police services should be conducted on an overtime basis.

The audit report by the Department's Inspection and Control Section outlined the steps that could be taken:

Elimination or significant curtailment of overtime worked for all activities except:

- off-duty court appearances
- assignment at end of watch (to handle genuine emergency calls)
- denial of requested code 7 (45-minute lunch) to handle genuine emergency calls for police service
- specialized surveillance and major investigations which require immediate and prolonged investigative effort
- investigations and arrests extending past end-of-watch only when it is not feasible or efficient to hand the matters over to available units of ensuing or overlapping watches.

Such changes will require:

- reordering calls for service priorities
- de-emphasis of response time on some types of calls for service and

- increased supervision over officer initiated activities.

In order to control overtime, extremely specific guidelines

- must be published
- must spell out specifically what activities and under what circumstances overtime may be worked
- must also specifically lay out those types of activities which have formerly received overtime compensation but which are now ineligible for overtime.

We concur with the major findings and recommendations of the Inspection and Control Section's audit report, some of which are outlined above. It is recognized that the scope of these recommendations goes beyond merely controlling overtime worked. In reality it involves a re-evaluation of the Department's service priorities across the board, and the elimination of some nonessential activities which have evolved over the years and have come to be considered routine police functions.

An automated system of accumulating official overtime worked has been developed separately from the regular payroll system. Overtime is accumulated by some 235 activity codes. This excessive detail detracts from the usefulness of the codes as a means of apprising top management of overtime causes and trends. Conversely, some overtime activities are not satisfactorily identified such as working in lieu of a holiday, or missing an off-duty "free time" (Code Seven) break. The Inspection and Control Section report recommends a set of simplified activity codes designed to produce more useful and meaningful information for top management. While the Audit Team has not examined in detail the propriety of the recommended activity codes, we do concur that there is a need for simplification and restructuring to provide useful information for analysis and control. In the past, certain data that might have been useful in the City's meet and confer process was not available. Restructuring of activity codes can be done without a revision of the data processing system.

The overtime control activity summaries are not available to the areas and divisions on a timely basis. In some instances the areas and divisions manually duplicate the summaries and other overtime control data maintained by the automated system in order to attempt to control overtime at its source. In view of the City's present data processing capability, no major revision of the automated system for accumulating overtime is being recommended at this time.

Court overtime for off-duty police officers continues to be the largest single overtime activity accounting for over 40 percent of total overtime worked for 1978-79. On any one day as many as 200 to 500 officers may be under subpoena to report to court. In a large percentage of cases, officers are not actually required to testify. On the other hand, if they were not available to testify, the case might be dismissed. On-call procedures have been established with several courts. Very possibly these arrangements could be expanded. Court locations, schedules, continuances and the sheer number of officers involved create a complex environment which makes improved procedures difficult. The Department has maintained an on-going liaison with the Courts, and offices of the District Attorney and City Attorney, and has conducted various studies to further reduce court overtime. This problem is specifically addressed in the Court Overtime Section of this report.

When restructuring the activity codes, consideration should be given to accumulating court overtime by the specific court to which the officer reported. By correlating total overtime by court, with number of cases, number of times the officer reported, number of times the officer was required to testify, and similar data, it should be possible to identify those courts where the Department's procedures can be further improved.

Although Department-wide figures are not available, some Departmental test audits indicate that missed or interrupted Codes Seven (45-minute lunch break) amount to from 3 percent to 6 percent of the total overtime worked. There are indications that some officers have a propensity for earning Code Seven overtime while others with similar assignments do not. Although costs are not high in relation to total overtime costs, and indications of abuses are inconclusive, missed or interrupted Code Seven may cause other problems which should be carefully observed. It may be that the long-term interests of the officers and the Department would best be served by requiring all officers to take a full 45-minute Code Seven except in those circumstances where there is an immediate need to respond to a Priority One emergency call.

For nonsworn personnel, Section 4.113 of the Los Angeles Administrative Code authorizes time and one-half overtime compensation for classes with a maximum salary at or below that of Civil Engineer. For those classes above the level of Civil Engineer, compensation for overtime is authorized at the straight-time rate.

When the overtime ordinance was implemented in 1971, sworn personnel with the rank of Lieutenant or below were authorized compensation at the rate of time and one-half for each hour of overtime worked. At that time, the salary of Lieutenant was comparable to (actually slightly below) a Civil Engineer. Today the salary of the Lieutenant I and II pay grades exceed the

annual salary of Civil Engineer by \$2,200 and \$4,100 respectively. Under these circumstances there is little equity or other justification for continuing to compensate Lieutenants I and II at the rate of time and one-half for each hour of overtime worked.

Recommendation No. 18

a. That Police Department management:

1. Take steps to significantly reduce overtime worked by establishing procedures and guidelines that will limit the use of overtime to only those activities that are absolutely essential police services along the lines recommended in the October 24, 1978 report of the Department's Inspection and Control Section.
2. Restructure and simplify overtime activity codes to provide more useful information to identify and analyze the source and cause of overtime, including activity codes for court overtime by specific court, and determining what types of overtime activity data would be useful in the meet and confer process.
3. Evaluate the Department's Code Seven policy to determine if it affects officer stress and is in the best interests of the officers, the Department and the City.

b. That the Mayor and Council instruct the City Administrative Officer, subject to the meet and confer process, to initiate action necessary to authorize compensation for overtime for the class of Lieutenant on a straight-time basis.

Court Overtime

Issue

Police Officers subpoenaed to court to testify to the events recorded in crime reports and traffic citations spend excessive amounts of nonproductive time waiting to testify which results in lost manpower (over 240 officer years annually) and reduced morale among the officers.

Discussion

A tradition adhered to by court officials and trial attorneys (both prosecution and defense) is that all witnesses must be present well before the trial begins to insure that they will be ready to testify at the time they are actually needed during the trial. This motivating factor, plus unpredictable continuances and a basic inability to schedule the starting time of trials with any degree of accuracy, results in witnesses, including police officers, spending many hours waiting and very little time actually testifying. The Police Department loses an estimated 240 officer years annually as both on duty and off duty officers wait to testify.

The experience in Division 40 (the Calendar Court) of the Metropolitan misdemeanor court system illustrates the problem. During a one week survey taken in April 1979, it was found that of the officers subpoenaed to Division 40, none of those responding to the survey were required to testify. Representatives of the Department indicate that of all the officers subpoenaed to Division 40, the overwhelming majority do not testify. During the survey period 234 were subpoenaed to Division 40 and 144 returned questionnaires; not one officer testified on the day he or she was subpoenaed.

A primary cause of this non-productive waiting time is the "trailing" of cases over many dates due to overload and continuances. During the survey week, over 230 officer hours were spent in Division 40 awaiting disposition of cases continued or trailed at the request of either the defense or prosecuting attorneys. Trailing cases and continuances are not limited to the Division 40 court. When this experience is multiplied by both superior and municipal courts throughout the City, the cumulative effect becomes quite costly.

During the survey period, the average time spent by each officer waiting to testify in Division 40 was over four-and-a-half hours with an additional hour for those cases sent to a trial court. During calendar year 1978, in excess of 44,000 officer days were spent on court time, over 37,000 days of which was overtime. This loss of productive time is the equivalent of 240 regular sworn positions at an estimated cost of over \$5,000,000 per year.

The Department has taken several actions aimed at reducing the number of hours lost in court time, including:

- * More careful review of arrest procedures and reports so that the actions and observations of the involved officers are clearly distinguishable and so that, as much as possible, only one officer will be subpoenaed to court.

- * Implementation of an experimental on-call system for court appearances in the Van Nuys Court has resulted in a reduction of approximately 12,000 officer days of overtime per year at an estimated annual savings in excess of \$1,000,000.
- * Negotiation with the courts for establishment of a City-wide on-call system for court appearances, allowing the majority of off duty officers to remain at home until called. (Note: The Council adopted a Motion on 2/6/80 requesting the presiding judge of the Los Angeles Municipal Courts to establish an on-call witness system for police, fire, and paramedic personnel in order to reduce overtime costs and unnecessary waiting in Court to testify).
- * Closer supervision of subpoena control procedures to insure the prompt service of subpoenas and/or court notices.
- * Evaluation of a proposal to assign a position to operate a communications network among the metropolitan courts to improve the Department's ability to monitor disposition of cases and notify the involved officers.

Most of the above listed changes were still in the early stages of implementation during the Audit, but it appears that if all were fully implemented a significant reduction in court time would be achieved.

The Department has initiated informal discussions with attorneys and judges regarding the possibility of implementing a pre-trial conference for all misdemeanor cases. The conference would be attended by the defense, the prosecutor, and a judge to determine if the case can be resolved prior to subpoenas being issued for a formal trial. The feedback received by the Department to this proposal has been negative because of possible legal problems and a general resistance by the courts. Nevertheless, such a system should be pursued because its implementation could substantially reduce needless court appearances of police officers, and eliminate the attendant costs to the City.

Recommendation No. 19

That Police Department management, in cooperation with the City Attorney:

- a. Make every effort to secure changes in court procedures such as pre-trial conferences which will bring about reductions in the numbers of subpoenas issued to police officers. Such efforts

should include seeking legislative changes where necessary.

- b. Request the Council to sponsor legislation to require courts to reimburse cities for police officers court time resulting from subpoenas.

Voluntary Workback Program

Issue

Because there is no system to allow trained employees to voluntarily work for the Department during their off duty hours for straight time, the Police Department does not have access to resources that could be used to offset the staff shortages handicapping the Department at this time.

Discussion

As illustrated in other parts of this Audit report, a critical shortage of police officers and civilian support staff is seriously handicapping Departmental operations. The experience of the Los Angeles Sheriff's Department and the Los Angeles Fire Department indicates that the use of existing staff to voluntarily fill these vacant positions at straight time could save the City millions of dollars in reduced training and overtime costs and retirement and health benefits while providing the Department with trained competent employees to fill its vacant positions.

The Police Department does not have a voluntary workback program even though there are strong indications that Department employees would be willing participants in such an effort. Each year thousands of work authorizations are processed for Police Officers to work off duty part time jobs as security guards, race track clerks, funeral escorts, and security officers for movie companies. During the Audit, many Department employees indicated that they would prefer to work for the Department during their off duty hours instead of seeking outside employment because salaries would generally be higher and they would be covered by Workers' Compensation.

Recommendation No. 20

That Police Department management request the City Administrative Officer to meet and confer with the respective employee groups to establish ways to allow employees to

voluntarily work for the Department at straight-time pay rates during their off-duty hours.

Case Rejections by Prosecutors

Issue

The refusal of both the City Attorney and the District Attorney to file many of the cases presented to them by Police Department detectives results in wasted time preparing and presenting cases, and low morale among detectives and uniformed officers when arrestees are returned to the street following rejection of the filing request.

Discussion

Many of the cases submitted by the Police Department to the District Attorney and the City Attorney for filing are rejected. Department surveys conducted during April and May of 1979 indicated that 41 percent of the cases submitted to the City Attorney were rejected for filing and 64 percent of the felony cases presented to the District Attorney's (DA) Office were rejected. Of those rejected by the DA, 24 percent were rejected outright, 20 percent referred to the City Attorney, 15 percent required further investigation and 4 percent received other dispositions.

These cases were not necessarily rejected because the defendant was thought to be innocent by the prosecutor, but frequently because sufficient resources were not available to pursue the prosecution. The criminal justice system has grown so crowded that it has become necessary for filing deputies to make decisions that rightly belong to a judge or jury. The filing deputies make an "educated guess" as to what court verdict might be elicited from the evidence presented to them by the detectives. If this was not done, the volume of cases would drastically swell the prosecutors' workload and overwhelm the courts. From the standpoint of optimum allocation of resources, filing only those cases which have a good possibility of bringing a "guilty" verdict makes good sense for both the District Attorney and the City Attorney.

The need by prosecutors to assign priorities to their workload and determine which cases to prosecute creates certain management problems for the Police Department. First, many LAPD officers resent this screening process and have complained that prosecutors are so concerned with their own "won-loss record" that they reject many good cases. Management must provide training and supervisorial encouragement to detectives and

uniformed officers to counterbalance the discouragement of seeing those whom they arrest for committing crimes "back on the streets" again without being brought to trial. It must be stressed to all officers that, although the threshold seems unreasonably high, there is some point at which repetitious arrests will result in the perpetrators eventually being brought to trial and convicted.

Secondly, many felony cases presented by the detectives to the District Attorney are deemed by the DA filing deputy to be not successfully prosecutable as felonies but could be prosecuted successfully as misdemeanors. In these cases, the detectives are referred to the City Attorney. Many of the detectives interviewed by the Audit Team complained of this practice which results in several minutes travel time by car to the City Attorney's Office, waiting in line, and presenting the case over again to the City's filing deputies. The Department could partially alleviate this problem through changes in its own practices. Lieutenants in the Department have the authority under Section 17B4 of the Penal Code to convert a criminal booking charge from a felony to a misdemeanor, thereby making trips to DA filing deputies unnecessary. The Department should also monitor all cases referred by the DA to the City Attorney, confer with the DA regarding the reasons for the referrals, and adjust the Department criteria for seeking felony complaints accordingly.

When Department officers judge that it is necessary to seek felony filings in spite of the DA's position, they should minimize lost time by assigning only a few complaint officers to present such cases. Also, in those cases where substantial differences in the Department and District Attorney policies exist, the Department should consider submitting its policy for review to the Mayor and Council to elicit their support in seeking changes in the DA's policies.

Recommendation No. 21

That Police Department Management:

- a. Systematically monitor all cases referred by the District Attorney to the City Attorney for filing as a misdemeanor instead of a felony to determine the reasons for the referrals and adjust Los Angeles Police Department criteria for seeking felony complaints accordingly.
- b. Through detailed study identify the major differences between Police Department and District Attorney policies regarding felony to misdemeanor referrals, and request the assistance of the Mayor and Council in working out changes in the District Attorney's

practices which would be in the best interests of the City of Los Angeles.

Prolonged Delays to File Misdemeanor Cases

Issue

Detectives filing misdemeanor cases with the City Attorney lose productive hours waiting their turn to present cases to the filing deputies.

Discussion

During April and May of 1979 the Department conducted one week surveys of detective activity at the filing offices of the City Attorney and the District Attorney. The results summarized below indicate there is a significant difference between the waiting time required to file cases with the two offices:

	<u>Number of cases Filed</u>	<u>Number of filing Deputies</u>	<u>Average wait Time</u>	<u>Person hours per Week</u>	<u>Equivalent Annual Cost</u>
City Attorney (Bauchet St.)	347	2	37.6 min.	111.6	\$80,000
District Attorney (Temple St.)	295	11	16.5 min.	51.2	\$37,000

The time spent waiting (16.5 minutes average) to present cases to the District Attorney (DA) is partially utilized by detectives completing various forms for DA use. Although improvements are desired, the Department considers the DA waiting period to be within acceptable limits. At the City Attorney's Office at Bauchet Street, the average time expended between detective arrival and time of case presentation was 37.6 minutes during the test week. The time is totally unproductive, and the Department is seeking ways to reduce it.

The problem stems from two sources. First, the City Attorney normally has only two Deputy City Attorneys available for case presentation, even during the peak hours (mornings). Secondly, the work shifts of the complaint detectives and the attorneys do not coincide. Complaint detectives normally work shifts starting at either 7 or 7:30 a.m. while the attorneys work

shifts beginning at 8 or 8:30 a.m., closing the office during lunch. Many divisions utilize complaint officers (detectives who will file all cases for an entire division), and since these officers are aware that long waits are common they arrive at Bauchet Street at 7 a.m. or shortly thereafter forming a queue before the Attorneys arrive. During the test week, 63 of the 178 detectives appearing arrived at or before 9:30 a.m. Conversely, out of 347 cases presented during the week only 66 were presented after 1 p.m., 16 after 2 p.m., and no cases were presented after 3 p.m.

To compensate for these delays, the Department has adopted requirements that complaint officers be utilized at the Bureau level by several divisions, that filings of certain kinds of cases be limited to particular hours, and that non-custody cases be left at the City Attorney's Office to eliminate waiting. The impact of these changes has not been formally measured, but the Audit Team observed that the problem still exists. For example, on November 15, 1979, the first detective arrived at 7 a.m., the second arrived at 7:20 a.m. One Deputy City Attorney did not see his first detective until 8:20 a.m., and the other Deputy did not see his first detective until 9:10 a.m. It is apparent that some adjustment in working hours is appropriate, and since there are only two Deputy City Attorneys and hundreds of investigators it seems appropriate for the City Attorney to make the proper adjustment.

Recommendation No. 22

That Police Department Management request the City Attorney to:

- a. Adjust the working hours of the Deputies assigned to the Bauchet Street facility to better correspond to working hours of the detectives.
- b. Adjust the staffing by assigning an additional Deputy City Attorney position to Bauchet Street during peak filing periods in the morning, reducing the staffing to one Attorney during slack periods in the afternoons.
- c. Rotate the lunch hours of the Bauchet Street Deputy City Attorneys so that at least one deputy is available for filing during the lunch hours.
- d. Consider the possibility of an appointment system to reduce detective waiting time.

Longevity Pay

Issue

The City continues longevity pay to its police officers despite the Jacobs Company recommendation that such pay be discontinued with adoption of the current pay plan with improved base salaries and promotional opportunities.

Discussion

Any member of the Fire or Police Departments who is employed as a Police Officer or Firefighter regardless of pay grade is eligible for longevity pay based on the aggregate number of years served as a member of the Department. Uniformed personnel receive this compensation in addition to the regular salary prescribed for the class and pay grade in which they serve. Currently, longevity payments are made to approximately 900 sworn personnel of the Police Department with a cost of more than \$2.5 million a year. In addition, longevity pay increases police pension benefits because they become part of the final retirement calculation.

A half-step above the maximum rate is given upon completion of ten years, one step above the maximum rate is given upon the completion of fifteen years, and one and one-half steps is given above the maximum rate after the completion of twenty years of aggregate service.

In 1970 the Jacobs Company, Inc., completed a study and evaluation of the Police and Fire classification and pay structure. In that study Jacobs pointed out that:

Longevity pay features in government pay plans became popular in a period when prevailing rates and cost of living were increasing at a much slower rate and government pay schedules were only infrequently adjusted upwards. The purpose was to give an employee in a position where opportunities for promotion were limited something to look forward to after he reached the maximum rate in the pay range for his job and thus, theoretically, to improve morale and reduce turnover.

Jacobs concluded that the positions of Firefighter and Police Officer were far from being dead end positions, and with the improved base salaries recommended in the report, the continuation of a longevity pay plan would simply provide a reward for not getting promoted and reduce the incentive for sworn personnel to qualify for promotion. Longevity pay for police officers has outlived its usefulness and efforts should be made to discontinue its payment.

Recommendation No. 23

That the Mayor and Council instruct the City Administrative Officer, subject to the meet and confer process, to pursue the elimination of longevity pay for future Police Officer appointees.

VI. SUPPORT SERVICES

This section of the report deals with various activities which support the uniformed and investigative line functions of the Department.

Direct support functions include communications; vehicle management; information services; the operation of crime laboratories and detention facilities; provision for the requisition, purchase and storage of necessary supplies and equipment; and for the receipt, storage, issuance and disposal of evidence and other items booked into the Department. These support services are provided by the Technical Services Bureau, the Automated Information Division and the Communications Division.

There is a need for more management attention to be directed to a number of important issues which impact upon these Department operations. In past years, Police Department budget requests have sometimes been weighted towards large expenditures for additional sworn personnel, vehicles and other field equipment, with insufficient attention directed to nonsworn personnel and appropriate equipment to support the expanded field operations. Operational improvements and organizational changes can be made in some support services functions which will enable the Department to expand services and to provide them more efficiently and effectively.

Adequacy of Communications

The Department currently operates communications centers in downtown Los Angeles and Van Nuys. Telephone calls received from the public are processed at these locations. Depending upon the nature of the calls, an emergency vehicle may be dispatched, the caller may be referred to another agency, to a telephonic reporting unit, to an area station, or other disposition may be made of the call.

The calls are routed initially to a Complaint Board where Police Officers, assigned as Complaint Board Operators (CBO's), determine the disposition of the call. If a radio car

is to be dispatched, pertinent information about the incident is relayed to a Radio Telephone Operator (RTO) who broadcasts the information to the officers in the field.

During periods of peak activity, officers in patrol cars are frequently dispatched immediately to a new call after clearing from a preceding call. Most of the priority calls receive immediate attention; however, 15 to 20 percent of the highest priority calls are not dispatched within the Department's goal of three minutes due to delays in answering calls at the Complaint Board or temporary unavailability of patrol cars.

Issue

During periods of high police activity, communications personnel are unable to process all high priority calls for service on a timely basis. This sometimes causes delays in dispatching patrol cars on emergency calls.

Discussion

A high volume of calls currently received by the Complaint Board do not require the reponse of a patrol car. Only about 40 percent of the calls received require that a car be dispatched. Some calls directed to the Police Department should have been made to other agencies or to specific units within the Department. In these cases the Complaint Board Officers refer callers to the appropriate agency. Some of the calls for service which are not police problems or involve incidents not requiring immediate response by police units include traffic accidents with only minor property damage involved, and many of the calls from the public involving business disputes, landlord-tenant disputes, complaints about parties, loud radios, and cars or motorcycles racing on the streets. These nonemergency and misdirected calls sometimes cause delays in answering emergency calls by Complaint Board Operators and may result in delays in emergency field responses. The Department is currently reviewing this situation with a view to developing a program to limit the types of incidents requiring field response by patrol cars and traffic units.

In a further attempt to improve the assignment of priorities to calls in the communications centers and to increase the availability of radio cars for high priority police problems, the Department has implemented a workload allocation program called STORM. This "System to Optimize Radio-Car Manpower" is designed to assign certain types of routine calls to part of an area patrol force during each watch in order to increase the time available for the balance of the area patrol force to handle high priority calls and to conduct other patrol activities.

Under this program, an "Auxiliary Team" is used in each STORM area to handle calls which usually do not require immediate unit response. In the Auxiliary Teams, specialized mobile units are assigned to respond to burglar alarm calls, others respond to "report" calls - involving the taking of reports from citizens on police incidents after they have occurred. Nonsworn Traffic Officers are also assigned to the Auxiliary Teams to respond to reported instances of vehicle parking violations. Under the STORM concept, dispatchers at communications centers are instructed to direct lower priority calls to telephone report units or to the specialized mobile units in the Auxiliary Team so as to enable the regular patrol cars to respond more rapidly to high priority calls and to engage in repressive patrol activities. Dispatchers also endeavor to cancel duplicate calls pertaining to the same incident, and make telephone call-backs to reporting parties to ascertain whether a police response is still needed for low priority calls. Communications center personnel also made other calls in response to requests from field units - such as calls for tow services and ambulances.

The STORM concept originated as a pilot program in the Hollywood Area in 1978. After initial success there, it was expanded in June 1979 at which time pilot programs were started in the Rampart, Van Nuys and 77th Street areas. Statistics were kept in these areas during three deployment periods in 1979. In October 1979, members of the Evaluation and Administration Section of the Office of Operations began an evaluation of Project STORM. Although the percentages varied by division, Department personnel have stated that their evaluation indicated that, on the average, in the four areas mentioned, 26 percent of each area's uniformed patrol force (the Auxiliary Teams) could handle approximately 45 percent of the area's total calls for service when operating in the STORM mode. It was also determined that it was not necessarily appropriate to use exactly the same method of operation or to operate on all watches in every geographical area. Therefore, adjustments were allowed to tailor the program to the individual needs of each area.

During mid-January 1980, the STORM program was again expanded - this time to include all four geographical areas in Operations-West Bureau. This includes the Hollywood, Venice, West Los Angeles, and Wilshire areas. The dispatch function will be handled in a somewhat different manner during this bureau-wide pilot program. In May, 1980 the STORM program was implemented in all geographic areas.

Although the relative benefits of STORM have varied somewhat from area to area, the program has been successful. The Department should be commended for its work in developing and implementing the STORM project.

We believe further improvements can be made in handling high priority calls for service on a more timely basis. Methods to achieve this objective include: initiating actions to provide

residents of the City with the Department's business, or nonemergency telephone numbers, as well as its emergency telephone numbers; instructing residents to direct nonemergency calls away from the emergency only telephone number; expanding the capability to handle nonemergency calls at Telephonic Report Units and area stations; and modifying Complaint Board procedures and practices during periods of high call loads. One way to segregate the nonemergency from emergency calls is to provide City telephone subscribers with adhesive stickers for their telephones, or with pamphlets listing both the emergency and business telephone numbers for the Police and Fire Departments, and the emergency number for the City ambulance service.

Public telephone books in the Los Angeles area are not currently formatted to channel nonemergency calls away from the Complaint Boards. Most list only the emergency telephone numbers on the first two pages. One book covering a portion of the City in which two area stations are located does not even list the emergency numbers on the first two pages. All public telephone books used in communities in the Los Angeles basin should have both emergency and nonemergency numbers listed for those communities on the first two pages of each book. Also, the Police Department listings in the Central Los Angeles white pages under City of Los Angeles may be very confusing to most residents because all police units in that part of the City, including ten area police stations, are listed in alphabetical order. In the next edition of the telephone book, arrangements should be made to have a separate listing of the telephone numbers for all of the area stations.

As a means of facilitating the suggestions mentioned above, public service notices and announcements should be prepared and disseminated to the news media to instruct City residents to direct certain types of calls to other agencies, and nonemergency police calls to area police stations. These actions should reduce the number of nonemergency calls which are presently directed to the Complaint Boards.

Another means to facilitate the handling of high priority calls for service on a timely basis would be to expand the Department's ability to respond to nonemergency calls outside of the communication centers at Telephonic Report Units and area stations. To accomplish this, the Department should:

- * Increase the number of telephone positions and/or staffing, especially during peak hours, at the Parker Center and Van Nuys Telephonic Report Units; and establish a third Telephonic Report Unit if the call volume warrants.
- * Expand the telephonic reporting capabilities at area desks by increasing the number of phone positions and/or staffing during peak hours, and by accepting calls from Complaint Boards for call back to residents

in a manner similar to that used by Telephonic Report Units.

We monitored Complaint Board calls and noted instances in which some Complaint Board Operators spent considerable time attempting to make final disposition of low priority calls during busy periods, rather than transferring this responsibility either to the caller or to the Communications Center telephone positions. When CBO's spend excessive time in disposing of low priority calls during busy periods, incoming calls begin to back-up and the processing of emergency calls is delayed. Another time consuming function currently performed by CBO's is looking up the reporting district number for each message log. During busy periods, this seriously impairs the ability of Complaint Board personnel to process all incoming calls. Someone not assigned to handle incoming calls should look up these numbers during busy periods. The modification of Complaint Board procedures and practices as described should minimize the time spent by CBO's in handling routine functions during periods of high call loads, and facilitate the handling of high priority calls for service on a timely basis. The Communications Division should also develop a system for screening the calls received at the Complaint Board during peak calling periods to insure that emergency calls are processed by the CBO's with minimum delay and that nonemergency calls are directed elsewhere when necessary.

In summary, the Department will be in a position to rapidly respond to high priority calls for service with its current communications system when the following combined actions have been completed:

- * informing and educating the public regarding the placing of nonemergency calls;
- * further improving the operation of the STORM Project;
- * modifying Department policy to reduce the number of situations in which Police cars must immediately respond;
- * expanding the capability of the Department to handle nonemergency calls outside of the communications centers; and
- * modifying Complaint Board procedures with a view to minimizing the time spent by CBO's in handling routine functions during periods of high call loads.

Recommendation No. 24

That Police Department management initiate actions to facilitate the handling of high priority calls for service on a more timely basis as outlined in this report. Suggestions for accomplishing this objective include:

- a. Initiate a public information and education program to help the public differentiate emergency from nonemergency situations.
- b. Expand the capability of the Department to handle nonemergency calls at Telephonic Report Units and at area stations.
- c. Direct the modification of Complaint Board procedures and practices to minimize the time spent by Operators in handling routine functions during periods of high call loads.
- d. Direct the Communications Division to develop a system for the screening of calls received at the Complaint Board during peak calling periods to insure that all emergency calls are processed by Complaint Board Operators on a timely basis and that nonemergency calls are directed elsewhere when necessary.

Vehicle Management

The Department's Motor Transport Division (MTD) has received national recognition through the years for its efforts in developing performance standards for police vehicles. Personnel in all levels of the MTD operations were observed to be competent and dedicated to providing the best maintained vehicles for the Department with the resources available to them.

At the time of the Audit, there were 710 "black and white" sedans and 1,408 plain color sedans in the vehicular fleet. Most of the black and whites are assigned to the geographic areas in the Office of Operations for use by patrol and accident investigation field units. The two and four-door plain sedans are used throughout the Department in various types of police work and for general transportation purposes. In addition, there were 430 two-wheel motorcycles which are used primarily for traffic enforcement, 278 three-wheel vehicles used for parking and intersection control, and numerous buses, patrol wagons, trucks, tow trucks and other special purpose vehicles. In total, there were 2,987 vehicles in the fleet. It is very important that this fleet be well managed so that all Departmental functions dependent upon motor transport will be effectively supported at the lowest possible cost.

For the past several years the Motor Transport Division has endeavored to reduce fleet operational costs by purchasing some plain colored compact sedans. MTD is evaluating the costs of operation and the suitability of these vehicles for police

work. Last fiscal year some subcompact vehicles were purchased for use in the vehicle pool and some compact black and white sedans were purchased and are being evaluated for field use.

In response to the City Council resolution directing all City department heads to seek a 10 percent reduction in gasoline consumption during calendar year 1979, an ad hoc committee was appointed which has initiated programs in an attempt to attain the stated goal without reducing service levels. As of the end of December 1979, a 2 percent decrease year-to-date had been achieved. A 5 percent reduction would probably have been a more realistic goal for the Police Department for 1979. The Department points out, however, that they have had a successful ongoing fuel conservation program ever since the 1973 gasoline crisis. Gasoline purchase records indicate that the Department received 4.57 percent less gasoline in 1978-79 than in 1972-73. This was despite the fact that the fleet increased in size during that period.

The Department has used criteria for the allocation of vehicles on the basis of the needs of the various Departmental units, but, in recent years, with organizational changes and the purchase of vehicles for grant funded projects, the vehicle allocation ratios have not been maintained. Therefore, vehicles in the Department are not in all instances equitably distributed on the basis of need.

Historically, there has been divided responsibility for vehicle management in the Department. The distribution of vehicles has been determined by each Departmental Office, but the Motor Transport Division has been responsible for selecting and assigning new vehicles when fleet increases are made and when vehicle replacements are necessary. This lack of centralized control sometimes caused problems in maintaining the proper numbers and types of vehicles in each organizational unit when manpower adjustments or organizational changes were made.

In response to a Police Commission directive, the Chief of Police has appointed a Fleet Management Task Force with objectives of revising current vehicle assignment, fleet management policies and practices, and determining the optimum number, type and size of vehicles required to support Department operations. The Task Force analyzed the existing fleet distribution, developed formulas for assignment of vehicles and determined that a small centralized unit should be established to manage the fleet. A Fleet Control Unit has been established in the Technical Services Bureau to satisfy this requirement. In order to efficiently carry out the responsibilities assigned to this unit and to insure timely adjustments in vehicle deployment in response to organizational changes in the Department, up-to-date information pertaining to the fleet is necessary.

Fleet Operations Management Information System

Issue

Both the Fleet Control Unit and the Motor Transport Division in the Technical Services Bureau require a management information system capable of providing a wide variety of fleet related information on a timely basis. The existing automated reporting system in the MTD does not adequately fulfill this need.

Discussion

In order for personnel in the Fleet Control Unit to adequately manage the fleet, timely information must be made available regarding the number and assigned location of vehicles as well as vehicle mileages, operational costs and other information. Management personnel in the Motor Transport Division also need this same type of information. The Division's automated system currently provides some but not all of the information needed.

A major problem is the delay in getting the reports processed by the Data Service Bureau and the fact that considerable time is required by MTD personnel to correct error listings and to perform other manual operations each time a report is processed. As a result, the reports when available in final form are several months late and are of limited value.

Another deficiency in the existing system from the standpoint of the MTD is the fact that it does not provide cumulative cost data or information regarding the types of work which have been performed on the vehicles. A complete history of all maintenance performed and the cost of maintenance and repairs for vehicles since the date of acquisition should be provided on a timely basis to facilitate analysis of specific maintenance problems, and repair/replace decisions relating to high mileage vehicles. The availability of such vehicle history information would also facilitate determination as to whether or not the Department's current vehicle replacement criteria are still valid - considering the changes which have been made in the design and in the costs of owning and operating automobiles, motorcycles, and other vehicles during the past 25 years.

Action should be initiated to determine means of providing more complete and timely automated information pertaining to the Department's fleet operations. Several private companies have developed automated fleet management systems and it is suggested that the applicability of these systems be explored. If a suitable existing system can be found, considerable development time may be saved.

Recommendation No. 25

That Police Department management:

- a. Request that the City Administrative Officer assist Technical Services Bureau personnel in the identification of an appropriate automated management information system to provide complete and timely information on fleet operations.
- b. After implementation of an improved automated fleet information system, determine, based upon current operating experience, what the optimum replacement criteria should be for various types of vehicles in the fleet.

Vehicle Replacement and Maintenance

Issue

The shortage of replacement vehicles and the current requirements for more maintenance and repair work to be performed by fewer maintenance personnel have adversely affected the ability of the Motor Transport Division to support the field operations of the Department.

Discussion

For several years prior to the passage of Proposition 13, there were increases in the size of the Police Department fleet without corresponding increases in mechanical personnel to maintain the additional vehicles. For example, since 1976 the fleet size has increased by 201 vehicles due to new programs with no commensurate increase in mechanical personnel.

Although there are fewer officers in the Department today than there were two years ago, the Proposition 13 staffing reduction of mechanical personnel in the MTD was much more drastic than the reduction of sworn personnel. This fact, coupled with the reduction in replacement vehicles during the last three years has created more vehicle downtime - hence fewer vehicles are available for use at any given time. However, indications are that the total fleet mileage driven is about the same as it has been in recent years.

A combination of events which has occurred during the past three years has quite seriously affected MTD's ability to properly maintain the fleet. There has been a reduction in the number of replacement vehicles purchased, a reduction in the number of employees hired to maintain the fleet, and the elimination of paid overtime. In 1977-78, only 71 percent of the

replacements for the vehicles which qualified under the established criteria were actually purchased. In 1978-79, all black and white and plain sedans which were recommended for replacement were deleted as a Proposition 13 budget cut. In addition, 47 positions were deleted from the Motor Transport Division budget in that year, and paid overtime for nonsworn personnel was eliminated. These reductions were partially restored in subsequent budgets.

Under the situation described above, Division management decided to take most of the personnel reductions in Garage Attendant positions instead of Equipment Mechanics so as to maintain the mechanical condition of the vehicles at the highest level possible with available resources. By reducing the number of Garage Attendants, the appearance of the police cars has suffered. In addition to washing and cleaning vehicles, the Garage Attendants also service vehicles, perform routine preventive maintenance, respond to road calls requiring vehicle towing, and sometimes assist Mechanics in their work. In facilities where Garage Attendants were deleted, Mechanics now must perform these lower level tasks, thus reducing the time available to perform mechanical work on vehicles. This has also resulted in reducing the hours of staffing of many of the garages and service areas by MTD personnel. Vehicle servicing has been discontinued on the PM Watch at all locations except Van Nuys, Parker Center, Harbor, and Central Facilities. Mechanical repairs have been discontinued on the PM Watch at 12 locations; and tow service, road service and mechanical repairs have been discontinued on the AM Watch at Van Nuys and Parker Center. This has resulted in a lower level of maintenance for the fleet as a whole and decreased availability of emergency sedans.

Because of the reduction in the number of replacement sedans, many of the vehicles in the existing fleet are being kept in service longer than usual and they accumulate higher mileage before they are replaced. Although the current replacement mileage criterion for black and white sedans is 60,000 miles, many have accumulated over 100,000 miles, and the number of high mileage vehicles is increasing daily. It requires more labor hours and more replacement parts per vehicle to maintain these high mileage vehicles.

It is the Division's goal to maintain the passenger vehicle fleet availability at 95 percent. This goal is being achieved for the plain sedans in the fleet. However, due to the manner in which the vehicles are used, it is much more difficult to maintain a high availability rate for emergency sedans. Even though the Department owns only about one half as many black and white sedans as plain colored sedans, twice as many black and whites are out of service at any given time. Black and white sedans are out of service because of traffic accidents and the need for major repair work much more often than plain sedans. Because of the condition and usage of the vehicles and the shortage of mechanical personnel, the current availability of

black and white sedans is only 89 percent. This means that out of a total of 710 black and white sedans, on the average, 78 of the vehicles are continually out of service. If the availability was 95 percent, only 36 of the vehicles would be out of service for maintenance and repairs each day. If the authorized number of uniformed officers had remained at the pre-proposition 13 level, the current 89 percent availability rate would not furnish a sufficient number of black and white sedans to support field operations. However, because the current field staffing level is lower, and the inventory of black and whites has remained essentially the same, the lower availability rate does not restrict the Department's field coverage.

The goal of having 95 percent of Police sedans available for use at all times was established many years ago. For many years, the 95 percent level was attained by the MTD for all sedans. It is not known whether it would be appropriate to restore sufficient mechanical positions to attain the 95 percent level of availability for the black and white vehicles. If sworn staffing is again increased, the number of vehicles in the fleet could be increased as an alternative to increasing the availability percentage for black and white sedans -- although the latter alternative would appear to be preferable. In this respect, the basic approach of the Motor Transport Division is similar to that of other emergency and commercial fleets surveyed in the local area.

In the 1979-80 fiscal year, only 25 percent of the vehicles which are normally replaced each year were approved for replacement with regular budgeted funds. However, a Departmental request to transfer funds to purchase 138 additional plain sedans, 42 additional black and white sedans, and 100 two-wheeled motorcycles also was approved. This will help to reduce the number of high mileage vehicles in the fleet.

Some position vacancies have been filled since the hiring freeze was lifted, but many still exist because there has been a shortage of Equipment Mechanic and Garage Attendant personnel available for interview. It has been difficult to hire and retain mechanical employees in the Police Department. Employees in the Motor Transport Division are subject to work on any shift and to work weekends. They may be reassigned from one work shift to another, and from one location to another, sometimes on short notice, to accommodate the needs of the Department. In addition, no paid overtime was authorized in the MTD for nearly two years. This situation was partially corrected by additional overtime expenditures in subsequent fiscal years. In most City departments, mechanical employees work a normal five day week.

Some departments are more competitive than the Police Department in the hiring of available candidates because of their ability to pay higher salaries. The General Services Department, for example, is able to pay higher salaries to compensate for

adverse working conditions. The Department of Water and Power can also offer to pay higher salaries to Equipment Mechanics and Garage Attendants than the Police Department can.

The MTD has suffered from an inability to fill authorized positions for several years. In June, 1979, when the City's hiring freeze was lifted, applicants were offered jobs in several departments simultaneously. From June, 1979, through February, 1980, out of 53 candidates, MTD was only successful in filling three of 13 Equipment Mechanic positions. A weekly testing program has mitigated but not solved the problem. Consideration should be given to the special problems faced by the Department in hiring mechanical personnel. The mechanic-to-vehicle ratio is still below what is required to maintain the fleet with a minimum amount of downtime, even if normal vehicle replacements were being made.

As a possible means of increasing its maintenance capability, the Motor Transport Division could establish a pilot program to have some maintenance and repair work performed by outside contractor(s). If further corrective action is not taken, the continuing shortage of replacement vehicles, the requirement for more maintenance and repair per vehicle because of increased age and mileage, and the shortage of mechanical personnel to perform the work, point to a conclusion that the problems relating to the availability and condition of vehicles to support field operations will become more serious in the future.

Recommendation No. 26

That Police Department management adjust priorities within existing budget resources to accomplish the following:

- a. Accelerate the vehicle replacement program to the point where the current (Post Proposition 13) replacement mileage criteria may be met each year, pending development of optimum criteria for replacement and allocation.
- b. Authorize paid overtime for nonsworn mechanical personnel in the Motor Transport Division.

It is also recommended that Department management:

- c. Request that the City Administrative Officer and the Personnel Department jointly address the special problems faced by the Police Department in hiring mechanical personnel and recommend appropriate actions to enable the Department to fill existing vacancies.

Undercover Vehicles

Issue

Personnel assigned to Departmental units engaged in undercover activities have stated that many of their assigned vehicles can readily be identified as law enforcement vehicles, and that their operations could be more effective if a wider variety of undercover cars was furnished.

Discussion

Some of the cars currently assigned to undercover organizations in the Department are four-door sedans of the same models as the black and white police sedans. Reportedly, even though painted a solid color and equipped with regular license plates instead of tax exempt plates, these cars are easily detected by the criminal element. Some sworn personnel also believe that there should be more variety in the Department's cars which are classified as undercover cars.

Most of the undercover cars are two-door cars which are purchased new and are selected and equipped so as not to resemble the police sedans - some of them are assigned elsewhere in the Department prior to being transferred to an undercover unit. Officers in undercover organizations have stated that the overall mix of undercover cars could be improved to include a wider variety of makes and models and model years - and that perhaps provision should be made to purchase or rent more used cars.

Recommendation No. 27

That Police Department management direct the Fleet Control Unit to determine, in cooperation with sworn representatives of the Department's undercover organizations, means of improving the effectiveness of the undercover vehicles in the Department.

Information Services Functions

Information services functions are concerned with those police operations involved in some phase of the life cycle of information in the Department - from origination, usage, and storage, to ultimate destruction. As an indication of the magnitude of the information services functions in the Department, during 1979, it was necessary to duplicate, distribute, and file reports and to enter and store in computer files information relating to the following police activities:

- * 257,951 Part I Offenses

- * 187,040 Adult Arrests - Parts I and II
- * 28,185 Juvenile Arrests - Parts I and II
- * 77,879 Traffic Accidents

The Police Department is the largest user of data processing in the City. In fiscal 1978-79, the Department expended \$3 million of the total \$10 million Data Service Bureau budget. There are over 24 major automated systems in the Department.

Consistent with the recommendation in the 1974 Audit report, the master plan for the Department's automated information systems has been completed. The plan is intended to provide direction on steps to integrate the various police sub-systems into a cohesive automated system.

Steps are underway to combine the Pattern Recognition and Information Correlation (PATRIC) System, the current inadequate Crime Statistics System and the Arrest Booking System into a single Crime and Arrest Reporting System (CARS). The overloaded Front End Computer System (FECS) is also in the process of being replaced.

Extensive training in information systems and their usage is now being provided to field officers so they can query crime files using computer terminals in geographic areas. This capability is scheduled to be available in police cars in 1981-82, when the new Emergency Command Control Communications System (ECCCS) is implemented.

The City's new Integrated Systems Plan (ISP) is now being implemented and it is expected that police systems will employ the new technology, hardware and software contemplated for general City use. A data base management system, distributed data processing, and mini computers are all possibilities for police systems. The Department's five-year master information plan should be reviewed by the Information Systems Policy Board for compatibility with the City's plan.

In the 1960's and early 1970's the Department participated extensively in many research and development efforts involving automated information systems using Federal and State grants. The Department is phasing-out or has phased-out many of the systems that were developed in this research and development environment. For instance, the Traffic Information System has been dropped, and the previously mentioned PATRIC System is being reduced in scope and merged with other systems. In viewing the development efforts of these major information systems in the Police Department, we believe that in the future the City should avoid heavy involvement in major research and development efforts. Primary attention and effort should be directed to

proven systems currently in use, or to systems which have progressed beyond the development level.

Despite the focus on automated systems, the Department is still operating in many antiquated ways. For instance, the use of recording devices is nearly nonexistent and officers still prepare crime reports by hand. Officers also wait on the telephone 30 to 45 minutes trying to report stolen and recovered vehicles to the Records and Identification Division, when a two minute facsimile transmission would suffice. Records are lost or misplaced in the mailing system on the way from the geographic areas to Parker Center. Prior arrest information is sometimes not available on arrestees because data on past arrests are not expeditiously placed in the central files. The Department does not have extensive word processing capabilities.

The sections which follow detail some issues in the overall support services area. Our findings indicate that organizational changes could improve the effectiveness of the services provided by this activity (See Part Two). Continuity of command emerged as a problem due to the relatively rapid turnover of sworn positions. That factor, together with the need for specialized technical knowledge, adds impetus to the need to provide nonsworn division heads and top assistants in this function. Also discussed are procedural improvements to remedy the issues discussed above.

Replacement of Sworn Technical and Managerial Positions in Information Services Functions

Issue

The practice of rotating assignments of police officers into technical and managerial positions in information services organizations places hardships on the officers and handicaps operations.

Discussion

The Automated Information Division has a number of police officers fully involved in a highly specialized and technical field normally occupied by Information Systems Specialists. These officers tend to become so specialized in the systems field that their ability to advance in police work is diminished. Their jobs do not require the training or experience of a police officer. Many of the officers have no formal training in systems, but rely on on-the-job training. The

computer systems field is so technical that formally trained positions are necessary.

The 1974 Management Audit of the Department advocated "specialized classes of positions in order to employ individuals who are highly trained and skilled..." The Department supported the concept, but has not replaced police officers with nonsworn systems specialists.

The incumbency of the Captain position heading the Division changed three times in a recent one year period. This caused a lack of continuity in the Division's programs. Considering the highly technical nature of the Division's work, stability and technical knowledge in the information systems field is required. A nonsworn Division head would provide these characteristics.

The Commanding Officer, Records and Identification Division, a Captain, typically remains in command for about two years. This frequent change of management hinders the full implementation of improvement programs. A more important factor is that the management of the Division does not require the training and expertise of a police officer, but does require an individual whose education and professional training and experience is in the field of records and information management.

The three Lieutenant positions in the R&I Division are not needed. The Chief Clerks should report directly to the Division manager. Some of the Chief Clerks have over 25 years experience in the Department and usually familiarize the Lieutenants with the Division's functions. Also, Lieutenants usually rotate in and out of these assignments more frequently than the incumbent of the Captain position.

The six sworn watch commander positions should be replaced with nonsworn shift supervisors on the P.M. and A.M. shifts.

The Discovery Unit, which has three sworn positions, and the Warrant Services Unit, which has 13 sworn positions, should be transferred to the Headquarters Bureau in order to be under sworn command and to provide an all nonsworn organization in the R&I Division.

Upon replacement of the sworn managerial positions up to Division head level, plans should be made for the eventual replacement of the Deputy Chief positions in charge of the Technical Services and Planning and Fiscal Bureaus. These organizations should be entirely nonsworn within a reasonable implementation period, and there will be no need for the higher salary, public safety pension, adjutants, home garaged vehicles, and other characteristics of this level of sworn position.

Recommendation No. 28

That the Police Department management:

- a. Initiate a phased replacement program of the sworn officer positions in the Automated Information Division with nonsworn positions. Replacement of the Division head with a Director of Information Systems should be accomplished as soon as possible to obtain the technical expertise needed to properly staff the organization.
- b. Restaff the sworn management positions in the Records and Identification Division by taking the following actions:
 - (1) Replacing the Commanding Officer position, a Captain, with a nonsworn position with expertise and training in the records and information field.
 - (2) Eliminating the three Lieutenant positions.
 - (3) Replacing the six sworn watch commander positions with nonsworn supervisory positions to be in charge of all R&I functions on the P.M. and A.M. shifts.
 - (4) Transferring the responsibility for the Discovery Unit and the Warrant Services Unit to the Operations Headquarters Bureau.
- c. Proceed with a plan to determine the proper classification and salary for nonsworn positions to replace the existing Deputy Chief positions in the Technical Services and Planning and Fiscal Bureaus.

(This recommendation represents an amplification of Recommendation No. 1 and is not repeated in its entirety in the Summary of Recommendations.)

Scientific Investigation Division

Issues

Although the Scientific Investigation Division (SID) is now composed primarily of nonsworn employees, a number of sworn positions still remain. There appears to be no requirement for sworn positions in any of the units except the Firearms and Explosives Unit and the Electronics Section. Workload problems exist in the Criminalistics and Photographics Sections.

Discussion

The Scientific Investigation Division is composed of eight diverse sections: Criminalistics, Firearms and Explosives, Questioned Documents, Polygraph, Electronics, Photographics, Latent Prints, and a Valley Unit. Each highly specialized section is involved with the acquisition and/or analysis of evidence to assist in the investigation of crimes. There appears to be sufficient technical competence in the various sections; however, their diverse nature has hampered their being drawn together as a cohesive unit; and it has been difficult for Division management to insure that proper supervision is taking place.

The head of the Division is a Police Captain II. The typical duration of a Captain's assignment to the Division is likely to be two years or less. This short tenure of the Division Head disrupts the continuity of leadership, cuts short the process of learning the scientific and technical activities, hinders the establishment of rapport with the staff, and limits the implementation of improvements based upon experience in the Division.

A solution to this lack of continuity and technical expertise would be to establish a nonsworn position as head of the Division. Candidates for such a position should possess a demonstrated ability in administration and management as well as a working knowledge of science and/or engineering. Ideally, the individual filling this position would remain on the job for a much longer period than a Police Captain, and thereby provide the needed continuity and direction.

The Division currently has an "over-T.O." Lieutenant I acting as Assistant Division head. He has supervisory authority over all sections of the Division except Criminalistics. The Chief Forensic Chemist II now supervises only the Criminalistics Unit which is headed by a Chief Forensic Chemist I; under this organization the Chief Forensic Chemist II position has become superfluous. The Lieutenant and Chief Forensic Chemist II positions should be deleted, through attrition and/or transfer, and replaced by one Assistant Division Head position with qualifications similar in nature to those of the proposed nonsworn Division Head.

In addition to these personnel changes, other sworn positions should be replaced by nonsworn positions. The Detective II in the Administrative section should be replaced by an Administrative Assistant. The Detective III in the Polygraph Section should be replaced by a Principal Polygraph Examiner and the "over-T.O." Sergeant by a bilingual Polygraph Examiner. The Detective II in the Criminalistics Unit should be replaced by an individual skilled in voiceprint analysis. The cost savings generated by replacing these positions are projected to be in excess of \$100,000 per year.

The Polygraph Section is staffed by four nonsworn and two sworn positions. The technical expertise for polygraph work does not require a sworn officer background. The two sworn positions are assigned to this unit because of lack of confidence in the work of nonsworn Polygraph Examiners by the Department. This attitude is reflective of the general lack of esteem held for nonsworn employees. The Department should take steps to reverse this attitude in general, and specifically, should employ whatever training sessions are necessary to instill a confidence in the polygraph process as an investigative aid, whether conducted by sworn or nonsworn employees, with the ultimate goal of completely restaffing this Section.

The Criminalistics Unit reportedly experiences problems with a high workload and insufficient staff, resulting in backlogs and job dissatisfaction. Another factor which lowers morale is the attitude that sworn personnel have towards nonsworn criminalists. Because of this sense of animosity and the heavy workload, the Unit loses employees to agencies which pay higher salaries or which offer their employees higher job status.

At the time of this Audit, the Photographics Section faced a rising workload with a declining staff. The employees put in overtime which was not compensated in cash, but taken in time-and-one-half off. As overtime accumulated beyond 10 days, the employee was required to take time off, thereby decreasing the manpower pool and generating more overtime usage. The Department should evaluate the need for photographs, and take steps to reduce the number of calls for photographs wherever possible. We noted the need for cash overtime to enhance the capability of the Section to provide photographic services for the Department. This situation was partially remedied by an increase in nonsworn overtime expenditures .

The photographic processing work currently performed by some of the Photographer II's, could be performed by lower paid staff. Therefore, as attrition occurs, the Department should replace one or more Photographer II positions with the lower paid class of Photography Laboratory Assistant.

Recommendation No. 29

That Police Department management take appropriate action to:

- a. Replace one Captain II and one Lieutenant I positions with nonsworn Director and Assistant Director positions.
- b. Eliminate one Chief Forensic Chemist II position.
- c. Replace Detective II in the Administrative Section with an Administrative Assistant.

- d. Replace Detective III in the Polygraph Section with a Principal Polygraph Examiner and the "over-T.O" Sergeant with a bilingual Polygraph Examiner.
- e. Resolve attitudinal problems involving the competency and loyalty of nonsworn employees.
- f. Critically screen requests for photographs with a view to reducing the number of calls for photographers.
- g. Provide cash overtime on a controlled basis for nonsworn employees in the Scientific Investigation Division.
- h. Replace Photographer II positions with lower-paid Laboratory Assistant positions as attrition occurs so as to properly align the positions with the duties performed.

(Recommendations a, b, c, d and h are amplifications of Recommendation No. 1 and are not repeated in their entirety in the Summary of Recommendations.)

Firearms and Explosives Unit

Issue

The Firearms and Explosives Unit has experienced some problems in supervision and a relatively high turnover rate which increases training costs.

Discussion

Although the Firearms and Explosives Unit is referred to as the "bomb squad", the major role of the Unit is to test fire and identify firearms in connection with the investigation of crime. Only ten percent of the Unit's time is spent in bomb squad activities, i.e., identifying, defusing and/or destroying explosive devices. The Unit has an authorized strength of one Detective III, two Detective II, two Detective I, four Police Officer III + 3 and one Student Professional Worker. The former Sergeant position was determined to be insufficient to provide adequate supervision for both the day and night watches, and was replaced with the Detective III position in conjunction with the establishment of a career ladder (discussed below), to alleviate this problem.

Training for explosives work involves four weeks of training at Redstone Arsenal in Alabama and nine weeks at Lackland Air Force Base in Texas for those assigned to work with

a dog. Training for firearms testing is on-the-job and takes up to two years to complete, there being no formal schools.

The Firearms and Explosives Unit has experienced some problems in keeping these specialists assigned for a reasonable length of time once they have been trained. The Police Officer III + 3 salary designation which is a recognition of the hazardous duty, does provide some incentive for officers to remain in the Unit; however, when an officer is eligible to promote to Detective or Sergeant, the salary incentive is often not sufficient, and a new officer must be trained as a replacement. In the 1980-81 Budget a career ladder through the Detective series was established in the Firearms and Explosives Unit so that these ordnance-trained individuals will remain in the Unit for a longer period, in light of the expense involved in training a firearms and explosives expert, and the demonstrated need for additional supervision. The Detective positions provided by reclassifying existing Police Officer and Sergeant positions appear appropriate.

The Department could consider separating the duties of the Unit. The firearms testing activity could be assigned to properly trained nonsworn personnel in SID. The "bomb squad" activity would remain sworn. If this were done, the bomb experts (Police Officers and/or Detectives) could then be deployed in another division and be assigned regular police work when not assigned to tasks involving explosive devices.

As positions in SID are converted to nonsworn positions, a sworn supervisory linkage should be established between the "bomb squad" and the management of another sworn division, Detective Headquarters.

Recommendation No. 30

That Police Department management:

- a. Explore the feasibility of separating the activities of the Firearms and Explosives Unit so nonsworn employees in the Scientific Investigation Division perform firearms testing, and the sworn employees in the "bomb squad" are assigned regular police duties in another division when not on bomb squad assignments.
- b. Take appropriate action to establish a supervisory link between the bomb squad and the sworn management of another division consistent with the effort to replace sworn employees in the Scientific Investigation Division.

Jail Division

Issue

The Police Department currently operates fourteen jails. A reduction in this number would result in substantial dollar savings with only minimal reduction in efficiency.

Discussion

Several police stations, including Northeast, Rampart, Newton and Hollenbeck, do not operate jails. Prisoners are transported from these areas to the Parker Center jail. It appears, based on the number of bookings and the relative proximity of other City jails, that further jail consolidation would be possible.

During the Audit, we were informed that Department personnel are now considering the possibility of closing the jails located at the North Hollywood, 77th Street, and Venice area stations. We believe that such a move would be valid due to the proximity of these stations to others with adequate jail capacity. A total of 33 Station Officer positions could be released through the closure of these three jails.

Recommendation 31

That Police Department management initiate necessary action to close the jails at the North Hollywood, 77th Street, and Venice Area stations.

APPENDIX A

Major Areas of Sworn Officer Replacement

The Audit Team identified numerous sworn positions in virtually every Division of the Department which could be performed quite capably by trained nonsworn employees. Positions so identified are listed in Appendix A-1. For salary comparison purposes, mid-range salaries were used. When the total number of positions to be replaced is uncertain due to a mixing of job duties or lack of uniformity among the geographic Area, an estimated range is shown. Major recommended reallocations are explained in the following paragraphs.

Bail Auditor/Subpoena Control Officer. The Department Table of Organization authorizes one Police Officer II position in the position of Bail Auditor for each geographic Area. Bail Auditor duties are essentially to receive from the Jail Section the cash and bonds posted as bail for the release of arrestees, to deposit the funds in a checking account, to write an appropriate check to the Court in which the arrestee is to appear or to whom bail may be forfeited, maintain an accounting register, and make periodic reports. The Officer assigned as Bail Auditor may also perform Subpoena Control Officer duties. Those duties include receiving of subpoenas for the appearance of officers in the Courts, maintaining a register, and sorting the subpoenas by watch and assignment. All of these duties are performed on Day Watch, Monday through Friday. The work does involve handling of cash and some attention to detail. However, the work is essentially clerical in nature and requires no police officer training or expertise. The Police Services Representative classification is appropriate for these duties. Reallocation of a Police Officer II to Police Services Representative position is recommended for each area to replace the Sworn Bail Auditor and/or Subpoena Control Officer.

Desk Officer, Field Services. The Desk Officers serve as receptionists for persons visiting or having business in the area stations, answer questions from the public, answer telephonic inquiries, take "cold" crime reports over the phone and generally serve as a source of information to the public. The duties require some knowledge of the law and of Departmental policies and procedures. Department representatives have maintained that able-bodied police officers are essential for these positions because of the potential of dangerous individuals appearing at the desk. We do not dispute this potential; however, in every station there are ample numbers of armed officers who could reach the desk within seconds. We recommend that for each watch a maximum of one Police Officer position be assigned to the desk,

and that the other desk positions be filled by Police Services Representatives.

Acting Adjutants, Aides. In several instances it was noted that police officers are being used for in-station work on a full time and permanent basis, and in positions which did not appear on the Table of Organization at the time of the Audit. Specifically, Field Services Captains I were utilizing Sergeants I as their "acting adjutant" or "aide". In several stations there were police officers or Sergeants I working in-station in charge of the jail and supplies, inspecting the building and overseeing orderlies, arranging building maintenance and repairs, coordinating equipment maintenance and repair, ordering supplies, and other general support activities for which there are no sworn authorizations. This variety of usages of Sergeants I indicates the manning level may be high in that classification. As is the case for the Police Officer II classification, it appears that the Sergeant I classification has become somewhat of a "pool" from which assignments may be made for administrative work. To correct these situations the number of Sergeant I and Police Officer II authorities should be reduced or reassigned to field work, and offset, where it can be shown that the work is essential, by the addition of a like number of Police Service Representative or Administrative Aide positions.

Analytical Administrative Units in the geographic areas continue to include Police Officers working on crime statistics, timekeeping, deployment plans, coordinating training, etc., all or some of which may be shared with an Administrative Assistant. The work performed is important to the Area Commanding Officer, though much of it could be provided by computer generated reports if the turnaround time was quick enough. None of the work requires any particular police expertise. The reasons for using a Police Officer included: too much work for the Administrative Assistant to do alone (the Administrative Aide positions have been or are being eliminated); timeliness requiring extra staffing; and/or the area having more light duty officers available than jobs required to be filled. However, we found that not all of the officers working in Administration are on light duty. Reallocation of one Police Officer II position to Administrative Aide or Police Service Representative (a nonsworn classification) is recommended for each area in which Police Officers are assigned to the Analytical Units.

Permit Processing. Sworn personnel on the Commission staff (C.I.D.) process police permit applications for a variety of business activities as required in accordance with the Municipal Code. Necessary forms, fees and fingerprints are processed by the City Clerk. The Commission personnel then conduct a police file search on each applicant and proposed business location to identify any prior unfavorable incidents on record, and they interview each applicant to assess his suitability and commitment to conducting business within prescribed limitations of the Code. They report their findings and recommendations to the Commission

for permit approval or denial. An estimated 60 percent of the permit applications are for a change of ownership on a previously approved business, and overall approximately 85 percent of the applications are approved without significant problems. When questions arise which may lead to the denial of a permit, the application is referred to a sworn field team for in-depth investigation. An estimated 325 permits are processed by the administrative staff each month.

Permit processing is for the most part a production oriented and largely administrative activity, which does not require the work of sworn personnel. Problems which do arise can be handled by the field investigative officers. The bulk of this work can and should be performed by nonsworn administrative personnel.

Positions Identified by Audit Team for Possible Replacement of Sworn Officers

<u>No. Sworn Positions</u>	<u>Organizational Section</u>	<u>Suggested Nonsworn Positions</u>
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Scientific Investigation Division

1 Captain II	Division Head	Director
1 Lieutenant II	Assistant Division Head	Assistant Director
1 Detective II	Administrative Section	Administrative Assistant
1 Detective III	Polygraph Section	Principal Polygraph Examiner
1 Detective II	Polygraph Examiner (over T.O.)	Polygraph Examiner
1 Detective II	Criminalistics Unit	Voiceprint Analyst

18 Geographic Area Stations

37 Police Officer III	Front Desk	Police Service Representative
71 Police Officer II	Front Desk	Police Service Representative
18 Police Officer II	Bail Officer/Subpoena Officer	Police Service Representative

Command Officer Adjutants

9 Lieutenant II	Various Divisions and Bureaus	Administrative Assistant
15 Sergeant II		
1 Detective III		
2 Detective II		

Property Division

1 Sergeant I	Central Property	2 Station Officers
1 Sergeant I	Valley Property	1 Principal Station Officer

No. Sworn PositionsOrganizational SectionSuggested Nonsworn PositionsRecords and Identification Division

1 Captain II	Division Head	Director
6 Sergeant II	Watch Commanders	Shift Supervisors

Automated Information Division

1 Captain II	Division Head	Systems Specialist and Administrative Assistant Series
2 Lieutenant II	Section Heads	Systems Specialist and Administrative Assistant Series
9 Sergeants II	Advanced System Development and Automated Information Sections	Systems Specialist and Administrative Assistant Series
10 Police Officer III	Advanced System Development and Automated Information Sections	Systems Specialist and Administrative Assistant Series
3 Police Officer II	Advanced Systems Development and Automated Information Sections	Systems Specialist and Administrative Assistant Series

Valley Court Liaison

1 Sergeant I	Court Liaison	Administrative or Clerical
2 Police Officer III+1	Court Liaison	Administrative or Clerical

Office of Administrative Services

2 Deputy Chief 1	Director, Technical Services Bureau Director, Planning & Fiscal Bureau	Director, Technical Services Bureau Director, Planning and Fiscal Bureau
1 Commander	Automation and Communications Group	Director of Information Systems

Air Support Division

35 Police Officer II+6	Pilots	Helicopter Pilot
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No. Sworn PositionsOrganizational SectionSuggested Nonsworn PositionsBoard of Police Commissioners

1 Commander	Commission Services Coordinator	Commission Director
1 Detective III	Commission Investigation Division	To be developed
3 Detective II	Commission Investigation Division	To be developed
1 Sergeant I	Commission Investigation Division	To be developed
1 Police Officer III	Commission Investigation Division	To be developed
1 Lieutenant II	Commission Investigation Division	To be developed

Juvenile Division

1 Detective I	Research Unit	Administrative Assistant
2 Police Officer III	Research Unit	Administrative Assistant
2 Police Officer II	Petition Control & Referral	Administrative Assistant

Detective Headquarters Divisions

2 Detective I	City Attorney Investigation	To be developed
2 Police Officer II	Misdemeanor Unit Coordinator	Senior Clerk
1 Detective II	Felony Arraignment--Division 30	Administrative Assistant
2 Police Officer II	Preliminary Hearing--Division 40	Administrative Assistant
1 Detective II	City Attorney Complaint Counter	Police Service Representative
1 Police Officer III	City Attorney Complaint Counter	Police Service Representative

The scope of the Audit did not include a position-by-position analysis of the entire Department. This Appendix, therefore, should be considered a partial list or a starting point, rather than an exhaustive survey.

COST SUMMARY OF SWORN OFFICER REPLACEMENT

<u>Sworn Positions To Be Replaced</u>	<u>Average Salaries for 1980-81</u>	<u>Total</u>
2 Deputy Chief I	\$60,130	\$ 120,260
2 Commander	54,570	109,140
3 Captain II	44,299	132,897
13 Lieutenant II	39,556	514,228
3 Detective III	35,411	106,233
10 Detective II	31,779	317,790
3 Detective I	29,166	87,498
30 Sergeant II	33,687	1,010,610
4 Sergeant I	31,535	126,140
53 Police Officer III	27,682	1,467,146
98 Police Officer II	24,988	2,448,824
35 Police Officer II+6	36,441	1,275,435
<u>256</u>		<u>\$7,716,201</u>

Existing Sworn: \$7,716,201 +55% Fringe Benefits = \$11,960,111

Replacement

Nonsworn: \$7,716,201 -18%* +25% Fringe Benefits = 7,909,106

Total Savings \$ 4,051,005

Total savings to replace 256 sworn positions with nonsworn \$4.05 million.

*Note: Average nonsworn replacement position will be about 18% less. Many Police Officer II positions will be replaced with nonsworn Police Service Representative positions who earn 18% less.

GUIDELINES FOR APPROVAL OF
HOME-GARAGING DEPARTMENT VEHICLES

Only those permit applications which meet one or more of the following guidelines will be approved. Each new or renewal permit application shall include a justification based on the applicable guidelines.

NOTE: The following are examples of those activities which are considered applicable.

- I. Employees whose duties regularly subject them to emergency call-outs where time is a critical factor and direct response serves the public interest.
- II. Employees who, because of their individual expertise, use of specialized equipment or assignment of a specially equipped vehicle, are regularly and without prior notice required to respond directly to a crime scene.
- III. Sworn employees at or above the command level whose duties require regular and unscheduled inspectional and supervisional activities.
- IV. Crime Task Force employees whose duties require direct reporting to locations other than their assigned headquarters.
- V. Employees assigned to two-wheel motorcycle duty.

BOARD POLICY ON HOME-GARAGING OF DEPARTMENT VEHICLES

- I. The board will grant approval for a specific employee or team of employees to regularly home garage a Department vehicle only when they are subject to a high frequency of emergency call-outs or inspections.
- II. The use of all home-garaging vehicles, excluding transportation to and from work, will be restricted to the performance of official duties. Personal use of home-garaged vehicles is prohibited.
- III. All home-garaged vehicles must be assigned in a manner which will provide the maximum use and availability of the vehicles and equipment.
- IV. When not in use, all home-garaged vehicles must be properly sheltered in a locked garage and provided with adequate security to safeguard the vehicle and its contents. All home-garaged vehicles shall be garaged within Los Angeles County. All home-garaged vehicles assigned to Crime Task Force policemen shall be garaged no more than ten miles from the City limits.
- V. An employee submitting an application for a home-garaging permit will be required to execute an agreement waiving any rights to portal-to-portal pay. Each employee, other than officers assigned to two-wheel motorcycle duty, will be required to maintain an insurance policy covering bodily injury and property-damage liability resulting from the off-duty operation of a Department vehicle furnished to him for regular use. This policy may be in the form of a "Broadform-Drive Other Car" endorsement to a standard automobile insurance policy and must contain the minimum coverages prescribed by the City Attorney's Office.
- VI. Permit applications are to be submitted annually at the direction of the Board. The submission shall be according to a schedule prepared by Department staff and approved by the Board. When approved, permits will remain in effect for a twelve-month period unless revoked by the Board or upon termination of the need for the permit.
- VII. All new permit applications should delineate the criteria for the application and estimate the usage of the vehicle. All renewal applications should summarize the usage of the vehicle during the previous 12 months and list the mileage and purposes for which the vehicle was used during nonbusiness hours. Interim substitution permits resulting

from transfer of personnel shall be valid for the balance of the existing approval period.

- VIII. Persons riding as passengers in home-garaged vehicles shall be limited to Department personnel, other City employees when it can be demonstrated that such riding is in the best interest of the City or the Department, and other persons accompanying the permittee in his capacity as a Department employee representing the Department; and the permittee must be available for immediate response. Only Department personnel shall be permitted to operate a home-garaged vehicle.

DEPLOYMENT OF PATROL
OFFICERS BY AREA

AREA	(A) CURRENT DEPLOYMENT METHOD	(B) DEPLOYMENT BY WORKLOAD ONLY	(C) DEPLOYMENT BY PRIORITY 1&2 CALL WORKLOAD ONLY
		Chg. frm A	Chg. frm A
Central	107	130 +23	92 -15
Rampart	155	160 + 5	169 +14
Hollenbeck	98	85 -13	90 - 8
Northeast	92	92 --	92 --
Newton	114	102 -12	131 +17
	-----	-----	-----
CENTRAL BUREAU	566	569 + 3	574 + 8
	-----	-----	-----
Southwest	130	143 +13	165 +35
Harbor	96	79 -17	77 -19
77th	137	139 + 2	193 +56
Southeast	110	96 -14	139 +29
	-----	-----	-----
SOUTH BUREAU	473	457 -16	574 +101
	-----	-----	-----
Hollywood	147	143 - 4	150 + 3
Wilshire	139	143 + 4	169 +30
West Los Angeles	124	128 + 4	105 -19
Venice	134	130 - 4	109 -25
	-----	-----	-----
WEST BUREAU	544	544 --	533 -11
	-----	-----	-----
Van Nuys	130	139 + 9	114 -16
West Valley	127	135 + 8	97 -30
North Hollywood	106	105 - 1	107 + 1
Foothill	113	122 + 9	101 -12
Devonshire	84	72 -12	43 -41
	-----	-----	-----
VALLEY BUREAU	560	573 +13	462 -98
	-----	-----	-----

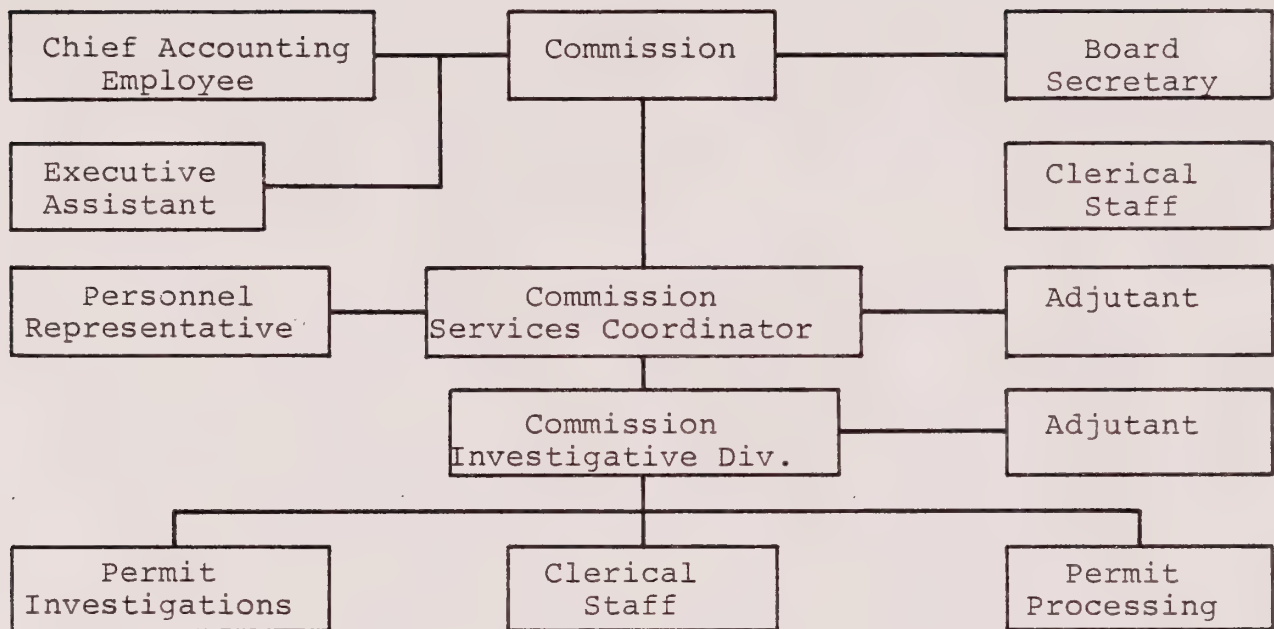
Data from Deployment Period 4
4/8/79 - 5/5/79

SUMMARY OF SWORN STRENGTH
DEPLOYED BY BUREAU*

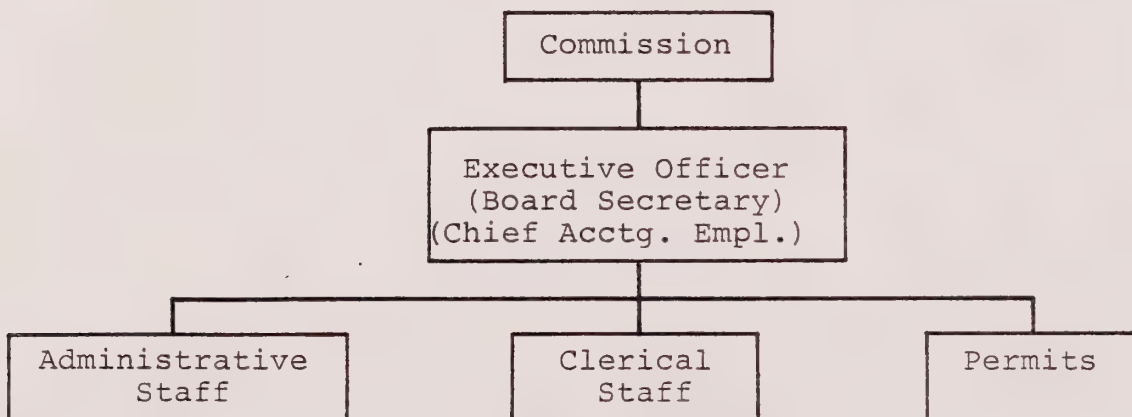
	CENTRAL	SOUTH	WEST	VALLEY
Staff Officer	2	3	2	2
Captain	13	10	12	14
Lieutenant	33	26	27	30
Sergeant	167	132	153	161
Detective	141	123	98	130
Police Officer	<u>1,001</u>	<u>761</u>	<u>881</u>	<u>921</u>
TOTAL	<u>1,357</u>	<u>1,055</u>	<u>1,173</u>	<u>1,258</u>

*Includes each Station and Bureau Traffic Division.

POLICE COMMISSION
CURRENT ORGANIZATION



PROPOSED ORGANIZATION



MANAGEMENT AUDIT
of the
POLICE DEPARTMENT

Part Two
Organization

by

Keith Comrie
City Administrative Officer

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Introduction

The Police Department is the largest of the Mayor/Council controlled Departments of the City. The Board of Police Commissioners is the head of the Department and the Chief of Police is the General Manager.

There are three major organizational components each headed by a Deputy Chief II: the Office of Operations (with four geographic bureaus and 18 geographic areas and most of the Department's field personnel); the Office of Administrative Services; and the Office of Special Services.

With less City revenue available, it is essential that the Department be structured to operate effectively while making maximum utilization of limited resources. The Audit Team has identified a number of issues which suggest the need for organizational change. These issues involve the geographic bureau structure, the area organizations, the traffic function, detective activities, consolidation of information service functions, and several small organizational units.

As the Department expanded in the 1960s, the command structure was designed for a force of approximately 10,000 sworn positions. Currently, the sworn force is approximately 7,000 positions. The original concepts which formed the basis for many command positions have changed, but these positions remain in the organization, thereby lengthening the chain of command and diffusing responsibility.

Summary

The command structure of the Department appears to be the result of several reorganizations, none of which was dismantled when superseded by another concept. The decentralized geographic bureaus are not functioning as originally envisioned. These bureaus were intended to have considerable line authority. Rather, line authority for a majority of key decisions including deployment of positions and assignment of personnel remains centralized within the Office of Operations, with the bureau

Deputy Chiefs having essentially a management control/community relations role. This role may be appropriate, but it could be accomplished at lower cost without the bureau superstructure by utilizing Commanders for management control purposes. The resulting reduction of four Deputy Chief positions could be offset by two additional positions of the same rank, one to supervise area operations and one in charge of a centralized Traffic Bureau. The proposed organization is similar in concept to the one that existed prior to decentralization, and reflects a finding that true decentralization of line authority to the bureau level has not occurred.

On the other hand, decentralization has worked quite well at the area station level. Within the resources allocated and overall policies, area commanding officers have developed innovative procedures and appear to tailor police activity to the needs of an area. However, the internal structure, with three Captains and five Lieutenants in many areas, is excessively expensive and tends to lengthen lines of communication. A single Captain per area would be sufficient and far less costly. The proposed centralization of Robbery/Homicide functions to meet City-wide needs increases the feasibility of the recommended change.

The information processing functions are now fragmented. The Records and Identification Division should be moved from Technical Services Bureau to the Planning and Fiscal Bureau--Automation and Communications Group to consolidate similar functions. Most sworn positions in these Bureaus, including those at the Deputy Chief level, should be replaced by nonsworn positions.

In some cases divisions or units exist which have functions which could be performed as well or better elsewhere. The Labor Relations Division performs activities which could be performed elsewhere in the Department. The activities of the Tactical Planning Section can be assigned to other existing units at a lower cost with no loss of service. Several less significant consolidations are covered in Part Three of this Audit.

Due to the number of position changes, it is impractical to recommend a total position freeze in implementing this reorganization through attrition. The most practical way to accomplish an orderly change is to fill half of the vacancies in affected classes. Significant attrition in these classes was observed during the Audit. This process will take several years, but provides a balance between savings and department morale. This recommendation should not be construed to preclude a reasonable alternative developed by the Department, providing the overall objective is attained.

INDEX TO FINDINGS AND RECOMMENDATIONS - Part Two

	Reference Location Section/Page	Recommendation Number for Attention of
		Mayor/Council Police Department Management
I ORGANIZATIONAL DEVELOPMENT: PRE-J.L. JACOBS STUDY TO PRESENT	1	
**II GEOGRAPHIC BUREAU ORGANIZATION	2-3	1
**III GEOGRAPHIC AREA ORGANIZATION	4-5	2
**IV TRAFFIC ORGANIZATION	6-7	3
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**Identifies recommendation of major impact

SUMMARY
OF
RECOMMENDATIONS
PART TWO

That the Board of Police Commissioners maintain basic service levels at reduced cost by reorganizing the Police Department as follows and as further illustrated in the attached Exhibits:

1. Abolish the geographic bureaus and assign management control responsibility for area stations to the Office of Operations at Parker Center. Consolidate staff personnel from the headquarters of the present geographic bureaus within the Office of Operations, or return such personnel to field duty as appropriate. (Pages 2, 3)
2. Reduce the command structure at area stations to one Captain and four Lieutenants. Return the fixed post Sergeant positions of Field Services Division Adjutant and Auxiliary Services Coordinator to field supervision, and assign the remaining duties to the Captain's Adjutant and the Field Services Lieutenants and Sergeants. Accomplish these changes through attrition, filling only half of future vacancies in affected classes until the appropriate level is reached. (Pages 4, 5)
3. Consolidate traffic operations under a centralized Traffic Bureau, and base some traffic units at area stations. (Pages 6, 7)
4. Abolish the Labor Relations Division and establish a small Labor Relations Unit in the Public Disorder Intelligence Division. Transfer responsibility for picket line enforcement and criminal investigation relating to labor disputes to the area stations. (Pages 8, 9)
5. Abolish the Tactical Planning Section and reassign the activities to other organizational units. (Pages 9, 10)
6. Take appropriate action to centralize the operational control of station robbery/homicide investigators under the Robbery/Homicide Division in the Operations Headquarters Bureau. (Page 11)
7. Place Valley Bunco/Forgery operation under the management of the Bunco/Forgery Division and operate

the Valley Office as a branch of Parker Center Operation. (Pages 11, 12)

8. Consolidate the major Police information service organizations into one bureau by considering the relocation of the Records and Identification Division to the Automation and Communications Group; combining the data input functions of Records and Identification Division with the Automated Information Division; and relocating the Automated Information Division to the City Hall complex of buildings. (Pages 13 through 15)

I. ORGANIZATIONAL DEVELOPMENT: PRE-J.L. JACOBS STUDY TO PRESENT

The combination of the Jacobs classification plan, implementation of the "Territorial Imperative" in the 1970's and personnel reductions arising from the passage of Proposition 13 has resulted in the changes listed below in management level positions. Also shown is the impact of the organizational recommendations of this report.*

	<u>Pre- Jacobs 1968-69</u>	<u>1979-80</u>	<u>Change</u>	<u>This Audit Recommendation</u>	<u>Change From 1968-69</u>
Lieutenant	225	225	--	185	(40)
Captain	54	80	26	47	(7)
Inspector/ Commander	20	20	--	16	(4)
Deputy Chief	7	12	5	10	3
Chief	<u>1</u>	<u>1</u>	<u>--</u>	<u>1</u>	<u>--</u>
Total Management	<u>307</u>	<u>338</u>	<u>31</u>	<u>259</u>	<u>(48)</u>
Total Sworn	6,436	7,103	667	6,970	534
Civilian	<u>2,000</u>	<u>2,614</u>	<u>614</u>	<u>2,608</u>	<u>608</u>
Total Department	<u>8,436</u>	<u>9,717</u>	<u>1,281</u>	<u>9,578</u>	<u>1,142</u>

*Not included in the above total are cases where the report recommends a nonsworn replacement for a police officer series position. Also not included are potential additional community relations positions supported in this report, some of which may be classified as high as Lieutenant.

II. GEOGRAPHIC BUREAU ORGANIZATION

Issue

A 1973 organizational change aligning police areas under geographic bureaus has not significantly altered centralized management of the field forces, but has merely added an unnecessary link in the chain of command.

Discussion

The Office of Operations was reorganized in 1973, decentralizing management geographically to meet special policing needs in different parts of the City. Four bureaus were established (Central, South, Valley and West), each headed by a Deputy Chief with direct line command over several geographic area stations (Exhibit 1). In concept, the Deputy Chief was to serve as a "mini-Chief of Police", with authority to manage the resources of his bureau.

In reality, the geographic bureau organization has had little impact on the way field forces are managed. Resources continue to be assigned by the Office of Operations as in the past. Policy and procedures continue to emanate from Parker Center for Department-wide application. Area patrol and detective command officers often bypass the bureau, working directly with the staff in Operations Headquarters Bureau on problems requiring their special expertise and assistance, a pattern similar to that under the previous organization.

Bureau Chiefs support the community relations effort, but this function is basically delegated to area commands. The Bureau Chiefs also have direct line responsibility over their respective Traffic Divisions and gang (CRASH) units. We are recommending that the Traffic function be consolidated into a single bureau.

Supervision of the area stations can be maintained more effectively and at less cost, by eliminating the present geographic bureaus as they are now constituted, and consolidating their control function within the Office of Operations as shown in Exhibit 1. This proposal would retain the geographic grouping of areas, but under centralized management control by Commander level positions located at Parker Center, supervised by a Deputy Chief I. This organization is similar to the one which existed prior to the "decentralization". It would also consolidate

essential staff from the bureaus to enhance the audit and analytical capability of the Operations Evaluation Section.

Consolidating supervision of the areas within the Office of Operations would recognize existing reality and facilitate the true management control function of this intermediate command structure. Overhead costs would be reduced.

Recommendation No. 1

That Police Department management take action to reorganize the geographic bureau structure, including:

- a. Abolish the geographic bureaus and assign to four Commanders at Parker Center, under supervision of a Deputy Chief, the responsibility for management control over area stations.
- b. Consolidate essential support staff from the bureaus within the Office of Operations.

III. GEOGRAPHIC AREA ORGANIZATION

Issue

Area police stations have a large number of command officers. The assignment of three Captains and five Lieutenants at most stations creates an expensive level of command which may also slow communications. Too many fixed post positions have been reassigned from field duty to assist command personnel.

Discussion

Each station is commanded by a Captain III, who supervises a Captain I in charge of field services and a Captain I or Lieutenant II in charge of detectives. Prior to 1973, the field services and detective command officers reported through separate channels, with the field services Captain being in nominal charge of the area station. The Captain III was added in 1973 to formalize station command and recognize a semi-autonomous status for each area. Each field services Captain supervises three Lieutenant watch commanders, and each detective Captain (or Lieutenant) supervises two Lieutenants in charge of investigative sections (Exhibit 2).

We recommend designation of one Captain to be in charge of each area. We consider it unnecessary to retain the intermediate management positions (Captains) over patrol and detectives. Divided control over the two groups is a carry-over from the previous organizational alignment and is unwarranted by the present command structure. Lieutenants, as patrol watch commanders and detective section supervisors should report directly to the area Captain.

In Part One of this report, we recommend that area Captains be relieved of most community relations work to concentrate on managing basic police activities under their command. We also recommend that the area robbery/homicide investigative workload be centralized in the Operations Headquarters Bureau, which should lead to the consolidation of remaining area detectives under one Lieutenant at each area station. This will reduce the area Captain's span of control to four Lieutenants and a community relations position.

The recently authorized fixed post Sergeant positions of Field Services Division Adjutant and Auxiliary Services Coordinator should be returned to field supervision. Their duties should be divided between the Captain's Adjutant, the Watch Commanders, Assistant Watch Commanders, and field Sergeants.

The suggested area staff realignment should be an improvement because the Captain will be placed in a more positively defined role as a manager, with direct supervision over both field services and detectives. The lines of communication will be shortened, and the cost savings will be substantial.

The number of Captain positions involved makes implementation of this recommendation a long range prospect. This report recommends that the change be accomplished by attrition, by filling only one-half of the vacant positions. The attrition observed during the Audit appeared high, and the organizational change could be accomplished within three years. Recommendations cover 39 positions in the affected classes. During calendar 1978, 1979 and 1980, 82 vacancies occurred. The recommendation should not preclude consideration of any alternative plan offered by the Department to accomplish the reorganization.

Recommendation No. 2

That Police Department management take action to reorganize the geographic area structure, including:

- a. Reduce the command structure in area stations to one Captain and four Lieutenants, in accordance with Exhibit 2, in order to increase the management responsibility of the area Captains and reduce the unnecessary layers of supervision.
- b. Return the fixed post Sergeant positions of Field Services Division Adjutant and Auxiliary Services Coordinator to field supervision, and assign the remaining duties to the Captain's Adjutant and the Field Services Lieutenants and Sergeants.

IV. TRAFFIC ORGANIZATION

Issue

Conducting traffic operations with four divisions, each responsible to a geographic bureau Commander, is unnecessarily expensive and makes traffic coordination more difficult.

Discussion

Each of the four geographic bureaus has a Traffic Division responsible for traffic enforcement and accident investigation. A Captain with a small administrative staff commands each division. A Commander is assigned on a part time basis to coordinate traffic matters City-wide and a Traffic Coordination Section within Operations Headquarters provides a variety of Department-wide traffic support functions. Prior to 1973, a Traffic Bureau provided central control over all traffic functions. Resources were deployed throughout the City as needed, and staff was provided within the Bureau for audit activity and support services.

Returning to the Traffic Bureau concept in the Office of Operations would improve administration of the Traffic function and reduce the costs involved. The Traffic Coordination Section should then be reassigned from the Operations Headquarters Bureau to the new Traffic Bureau.

Under this plan there would be two divisions rather than the four which now exist. Division I would cover the Central, South and West sections of the City with headquarters at the Central Police Facility on Sixth Street. Division II would cover the San Fernando Valley, with headquarters at the Van Nuys Police Facility.

As proposed, the new Bureau would be headed by a Deputy Chief I. The two Division heads and the Lieutenant in charge of a Traffic Support Section (renamed from Traffic Coordination Section) would report to the Deputy Chief. (Exhibit 3).

In those instances where there is significant travel distance from a traffic unit's present base to its work location, that unit should be based at a closer station. For example, some units now travel from Venice to Hollywood. The fact that traffic units are based at area stations does not mean they may be supervised by area personnel. Traffic supervisors should arrange field briefing sessions as required to avoid unnecessary travel for the affected units.

The motor officers now assigned to the Traffic Coordination Section to enforce commercial vehicle violations

should be assigned to the Central Office instead. Analytical and Accident Investigation Follow-up Units should be consolidated at the two division offices if possible.

Recommendation No. 3

That Police Department management take action to reorganize the Traffic function, including:

- a. Reestablish a centralized Traffic Bureau as shown in Exhibit 3.
- b. Base some traffic units at area stations in order to reduce travel time and have Traffic Supervisors conduct briefing sessions for affected officers at field locations.

V. UNIT CONSOLIDATIONS

The following issues relate to two small organizational entities, which if consolidated as recommended, will result in substantial financial savings, and, in many cases, operational improvement. These are the Labor Relations Division and Tactical Planning Section.

Labor Relations Division

Issue

The Labor Relations Division is responsible for field police activities relating to labor-management disputes, which can be just as effectively addressed without ongoing staff costs, if assigned to the area field forces.

Discussion

The Labor Relations Division (LRD) is comprised of 15 uniformed positions (1 Captain II, 2 Lieutenant II, 6 Sergeant II, and 6 Police Officer III+1) and two civilian positions (one Senior Clerk Stenographer and one Orderly). Total annual salaries for these positions are \$487,262.

The Division is organized into six Liaison - Investigation Teams consisting of a Sergeant II and a Police Officer III+1. These teams maintain positive liaison with private sector labor and management representatives, monitor picket lines during strikes and investigate all crimes evolving from labor-management disputes, except homicides.

A more cost effective approach would be to have the Labor Relations personnel responsible only for labor/management liaison and spot-checking picket line activity. The bulk of picket line enforcement and all crime follow-up investigation should be handled by area units. The Labor Relations Division should be eliminated as a division and a small Labor Relations Unit should be established elsewhere, possibly in the Public Disorder Intelligence Division. Suggested staffing would be one Lieutenant II, 3 Sergeant II, 3 Police Officer III+1 and 1 Senior Clerk Stenographer.

Recommendation No. 4

That Police Department management assign responsibility for picket line enforcement and criminal investigation relating to labor disputes to area commanding officers; eliminate the Labor Relations Division, and reestablish the centralized labor relations activity as a small Labor Relations Unit elsewhere, possibly in the Public Disorder Intelligence Division.

Tactical Planning Section

Issue

The activities of the Tactical Planning Section can be performed efficiently and at less cost if assigned to other existing units in the Department.

Discussion

The Tactical Planning Section is commanded by a Lieutenant, with a staff of 14 assigned to process special event permits, maintain the Department's tactical manual and prepare command post exercises for field training.

Judging from the workload observed during the Audit, this section is overstaffed despite a recent 25% reduction in strength. For example, three sworn positions are assigned to process permit applications for parades and running events making use of City streets, but based upon the number of permits and the average time spent by the Section on each event, less than two-tenths of one man-year is required to handle the workload.

The Tactical Planning Section should be abolished, and its activities distributed to other, functionally related sections of the Department.

Total staffing for each of these activities should be critically reviewed in terms of workload and resource pooling which results from combining like activities. There appears to be good potential for freeing sworn positions for field assignment.

Recommendation No. 5

That Police Department management abolish the Tactical Planning Section and distribute the activities to other organizational segments as follows:

From Tactical
Planning Section

To

Special Events

Evaluation and Administrative Sec-
tion, Office of Operations

Field Command
Post

Training Division,
Personnel and Training Bureau

Tactical Manual

Manuals and Orders Unit,
Planning and Fiscal Bureau

VI. DETECTIVE OPERATIONS REALIGNMENTS

Robbery/Homicide

Issue

Operational control over robbery/homicide investigators by the station Captains inhibits the redeployment of personnel to meet fluctuating workload needs among the areas.

Discussion

Each station Captain is assigned detectives to investigate robbery and homicide incidents in his area. Under separate chain of command, a central Robbery/Homicide Division staff investigates the more complex and time consuming cases City-wide, and is available to assist area detectives as needed.

The number of investigators assigned to each station is adjusted semi-annually according to a distribution formula, but intermittent, short-term redeployment to meet pressing workload imbalances. All robbery/homicide investigators should be placed under operational control of the Robbery/Homicide Division downtown, where they can be centrally deployed to meet fluctuating caseload demands City-wide. This would not only assure a better distribution of resources, but would also reduce the number of detectives needed on-call at night, make it easier to set up a task force when needed for special cases and reduce the level of detective supervision required at area stations.

Recommendation No. 6

That Police Department management take appropriate action to centralize the operational control of station robbery/homicide investigators under the Robbery/Homicide Division in the Operations Headquarters Bureau.

Bunco/Forgery

Issue

The bunco/forgery detective operation in the Valley Bureau and in Headquarters Bureau are performing substantially the same work, are directed by different managers, and compete against each other for resources.

Discussion

Bunco/forgery investigative support is provided by the Headquarters Bureau for all areas of the City except the Valley, which has its own bunco/forgery section outside the Headquarters chain-of-command. There is not adequate justification for

maintaining an independnt bunco/forgery operation in the Valley. It should organizationally be assigned as part of Headquarters Bureau to assure the coordination of case handling procedures and the proper balance of staffing.

Recommendation No. 7

That Police Department management take appropriate action to place the Valley bunco/forgery operation under the supervision and management of the Bunco/Forgery Division and operate the Valley Office as a branch of the Parker Center operation.

VII. CONSOLIDATION OF INFORMATION SERVICES ORGANIZATIONS

Issue

Organizational placement of major Police information services functions in separate bureaus and divisions increases overhead costs and contributes to poor service on information requests.

Discussion

The major information services organizations in the Department are the Records and Identification Division (R&I) in the Technical Services Bureau, the Automated Information Division (AID), Communications Division, and the Emergency Command Control Communications System (ECCCS) Division located in the Automation and Communications Group, Planning and Fiscal Bureau.

The Records and Identification Division located in Parker Center, is the major organization responsible for compiling, maintaining, and disseminating information from Department records concerning crimes, arrests, traffic, property, bicycles, and missing persons. Much of the work in R&I is processed by means of automated systems. The Division transmits and updates information in the California State Stolen Vehicle System, Stolen Firearms System, Stolen Property System, Wanted Persons System, and National Crime Information Center. The Division also controls the Department's records retention program. Centralized criminal record information is provided to law enforcement officers and other authorized persons. The Division's Teletype System transmits and reroutes teletypes to concerned units in the Department and outside agencies. All subpoenas received from the courts are forwarded to officers and private persons from the Division.

The Automated Information Division is responsible for designing new and redesigning existing automated systems and programs, and evaluating their effectiveness. Also, it maintains the Department Information Systems Master Plan, provides training to police personnel on the retrieval and usage of information systems, provides for the retrieval of information contained in the Department's on-line and off-line systems for crime statistics and management information, and it codes and enters data into information data bases using cathode ray tube terminals.

The R&I Division has very little commonality of operations with the other divisions in the Technical Services Bureau. The other divisions are the Supply Division, Jail Division, Property Division, Scientific Investigation Division, and Motor Transport Division.

Data input functions are similar in R&I and AID. For instance, the Crime and Miscellaneous Reports Section of R&I is responsible for data input into local state and national computerized crime files such as stolen property, stolen and recovered vehicles, guns, and bicycles.

The Automated Information Division has a major function of providing data to a computer data base which will be used for extracting information for crime statistics, managerial reports, and specialized crime reports. This data input function operates on a single 8-hour shift basis whereas the R&I Division's input function operates on a 24-hour basis. Automated Information Division management stated a need to operate longer hours on their input function. This appears to be a logical use of resources.

Because of AID's singular data input functions, there is much wasted time by the 25 or so Data Input Operators when the computer is not functioning. For instance in May, 1979, there were 478 man-hours lost because of computer downtime. If AID's data input function were located in close proximity to R&I, alternative work could be provided for the Data Input Operators and a 24-hour operation could be provided. If deemed feasible, it would be a major benefit to the Department to combine the R&I Crime and Miscellaneous Report Section with the AID's data input function to permit greater operational effectiveness.

There is good rationale for the organizational relocation of the R&I Division from the Technical Services Bureau to the Automation and Communications Group which already has the Automated Information Division, Communications Division, and Emergency Command Control Communications System Division. This would then permit the common information services functions to be operated in one organizational unit for better technical supervision and systems development efforts. An alternative (or interim) solution could be the consolidation of the R&I and AID data input activities only, as this area offers the largest potential cost savings.

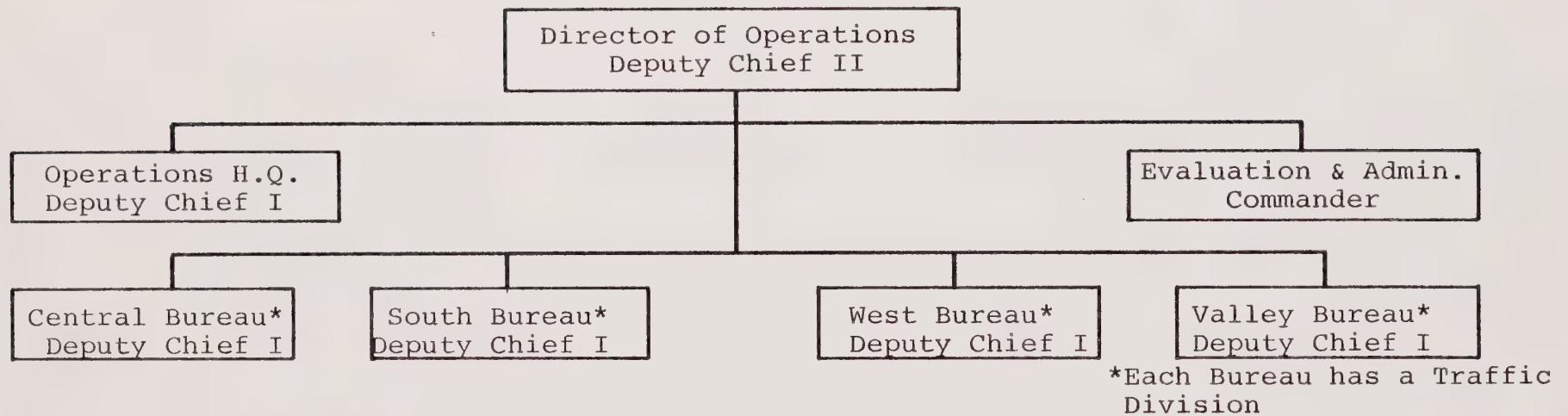
The Automated Information Division occupies about 18,000 square feet of office space at Second and Broadway, at a cost of about \$110,000 a year. Security services and janitor services are included in the lease. Unauthorized personnel have been seen in the police facilities where confidential information is stored. When possible, a police car is dispatched to the parking lot to provide some safety to the female employees arriving at work at other than normal business hours. Much wasted time is lost by the staff commuting back and forth to the police headquarters and Data Service Bureau. There will be an increasing amount of data processing equipment added to this facility in the future. This data processing organization should be moved to the City Hall complex of buildings to permit centralization of police data input operations.

Recommendation No. 8

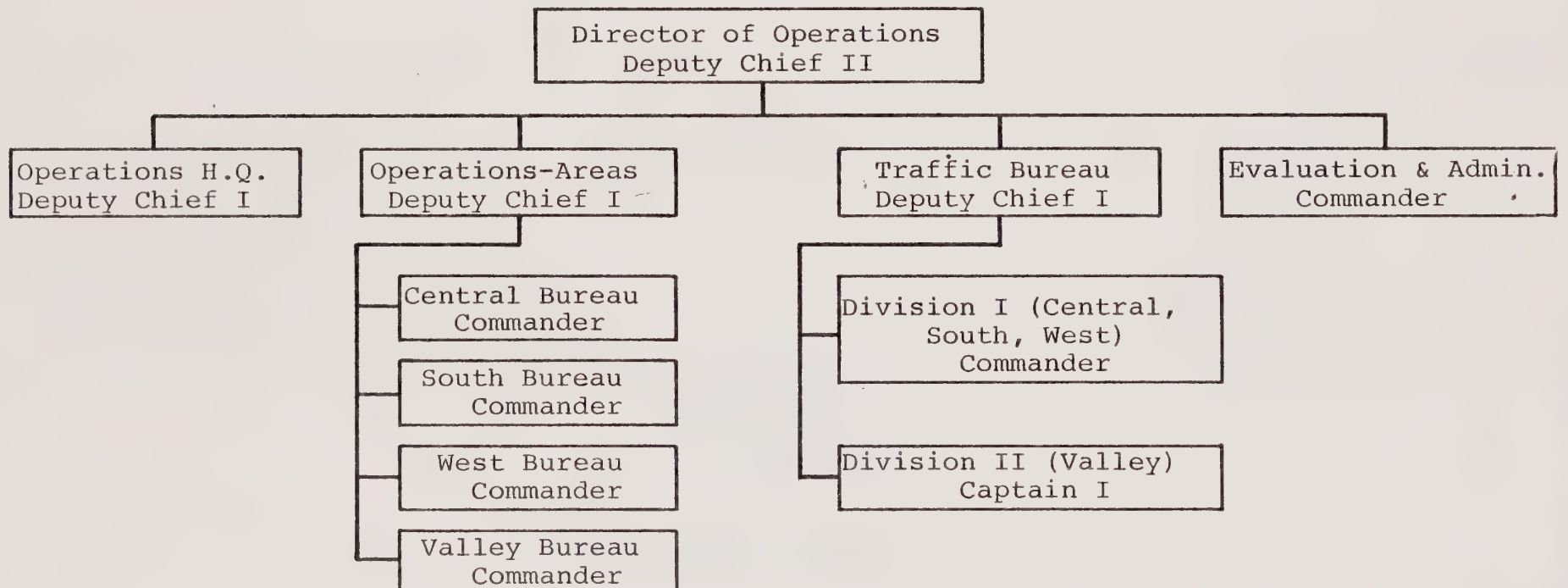
That Police Department management consolidate the major police information services organizations into one bureau. Consideration should be given to the following:

- a. Relocating the Records and Identification Division from the Technical Service Bureau to the Automation and Communications Group, Planning and Fiscal Bureau.
- b. Combining the data input functions of the Records and Identification Division and the Automated Information Division in a common organization and facility.
- c. Relocating the Automated Information Division from leased facilities at Second and Broadway Streets to the City Hall Complex of buildings.

PRESENT ORGANIZATION



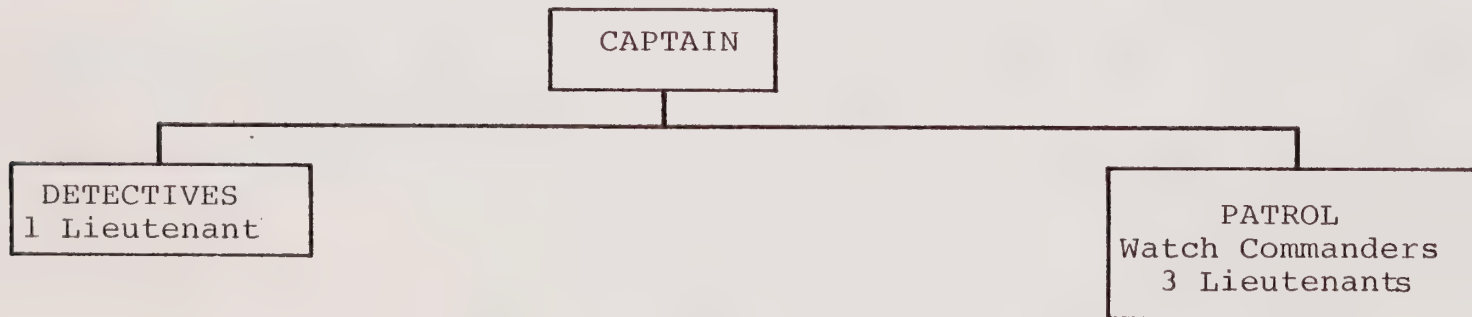
PROPOSED ORGANIZATION

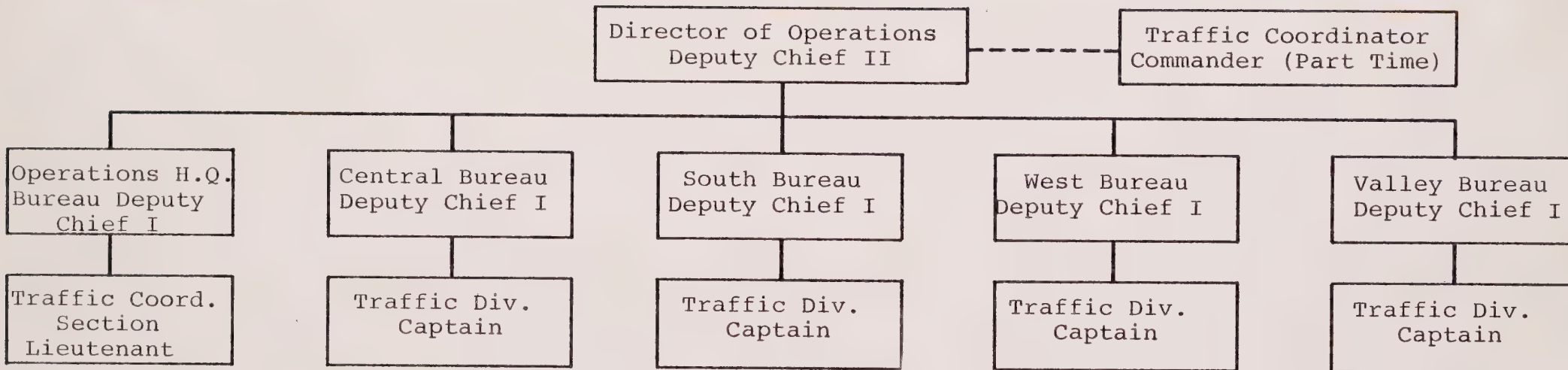


PRESENT ORGANIZATION

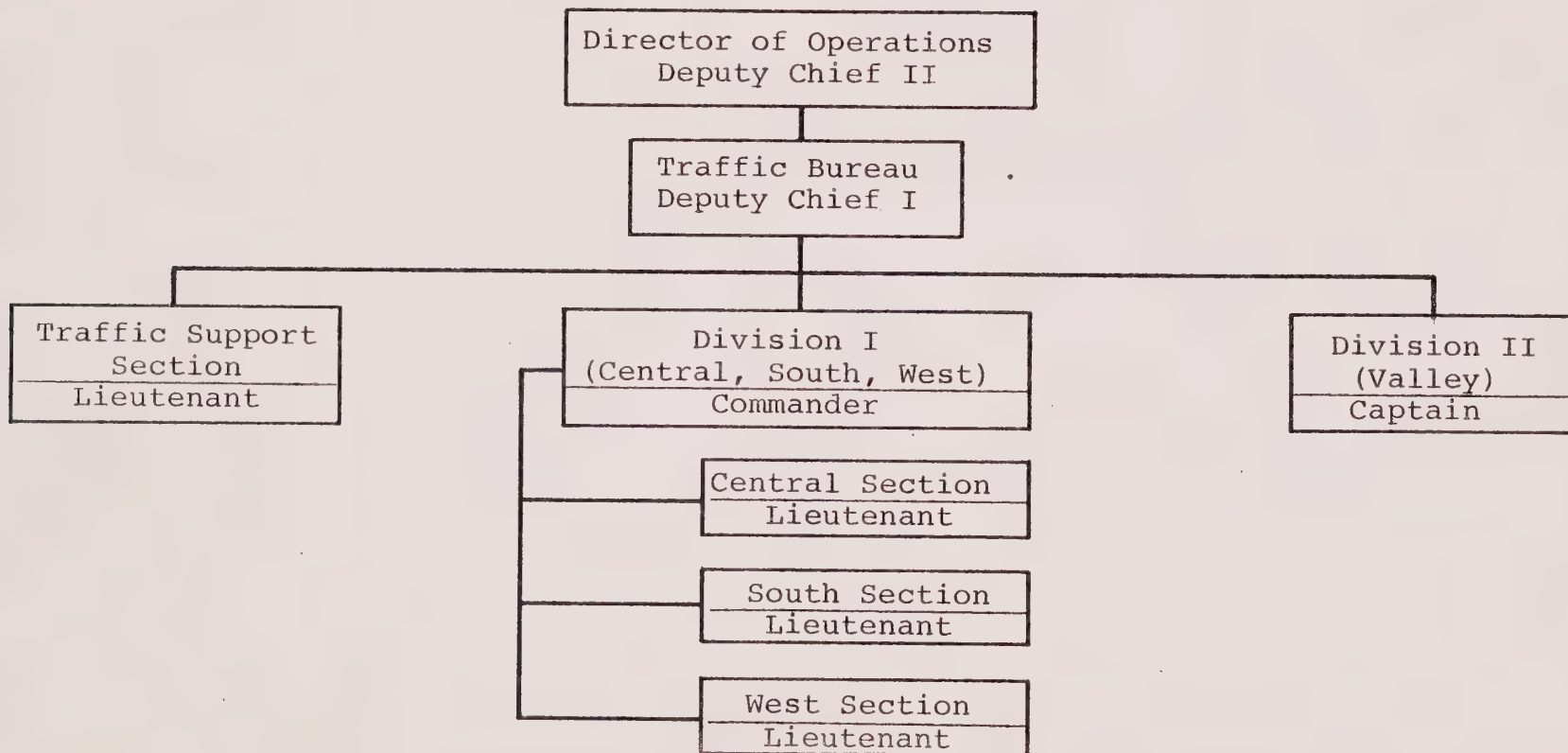


PROPOSED ORGANIZATION





PROPOSED



MANAGEMENT AUDIT

of the

POLICE DEPARTMENT

PART Three

Issues Involving Significant Procedural
and Other Nonpolicy Matters

by

Keith Comrie
City Administrative Office

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INTRODUCTION

This section of the Audit report includes issues and corresponding recommendations which can be implemented without basic policy or operational changes. We have secured agreement in concept with the Police Department management regarding the majority of these issues. Many recommendations address issues which were under parallel consideration by the Department, and our expectation is that in some cases implementation may differ in detail, while meeting the intent of the recommendations. The transmittal letter to Part I of this report proposes that the Mayor instruct the Police Department management to report on the degree of implementation of the recommendations in Part III within one year.

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Mayor/Council
Police Department
Management

PART THREE (continued)

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I. RESOURCE ALLOCATION

Clerical Vacancies

Area Stations

Issue

The inability to fill vacant clerical positions in area stations has created a serious problem in providing adequate support services to the field law enforcement effort. In some instances, it has been necessary to temporarily assign sworn police officers to clerical duties.

Discussion

Paper flow is essential to the operations of the Police Department. Every Police incident whether crime report, arrest or traffic accident becomes the subject of a written report. Reports are prepared by field officers, and then processed and entered into the Police Department's massive crime files. The Police Department must release an arrestee within 48 hours unless charges are filed by the District Attorney or City Attorney. Delays in entering the reports into the system can mean that arrestees are allowed to go free rather than being held over for arraignment by the prosecutor. These circumstances occur because there is no record of a previous arrest noted when the files are searched. Even though such an arrest may exist, it may be included in an unentered backlog of arrest reports due to workload and clerical shortages.

In many cases the records section at area stations serve as a clerical pool for other clerical positions at the stations. When a vacancy or absence occurs in the Captain's Office or in Detective operations, a position is "borrowed" from the records section. However, when vacancies exist in the records section reciprocity seldom occurs. This causes a disruption in the flow of work and backlogs frequently exist. This problem could be alleviated if all clerical personnel at the areas were supervised by the Principal Clerk. Assignments could be made where the work is heaviest and better coverage would result during vacancies, such as leaves, vacations, lunches, and breaks. In addition, all clerical personnel in the areas would be exposed to a variety of assignments and this cross-training would be beneficial to even out the workload.

The Police Department and Personnel Department have been aware of this problem for some time. It has been aggravated by the procedural delays in filling clerical vacancies brought about by the recruiting, examining, and certification processes. The number of persons with the skills necessary to meet the City typing and stenographic criteria appear to have been declining with the increasing opportunities for women in other occupational fields.

Many of the Typist positions in the Records and Identification Division as well as the City as a whole do not require a typing skill of 45 words per minute. These positions should be reallocated to the classification of Clerk. This action would double the number of applicants available for these positions as half the applicants who pass the City's clerical aptitude test, which is qualifying for the class of Clerk, later fail the typing test. These individuals are excellent prospects for clerical positions which may include limited typing duties.

Good use could be made of part-time clerical positions and the prudent, added use of paid overtime to assist the area Records Units during periods of high workload.

Recommendation No. 1

That Police Department management take appropriate actions to:

- a. Assign to the Principal Clerk Police at each area station functional and administrative responsibility over all clerical personnel in the station, under the direct supervision of the Commanding Officer.
- b. Cross-train all area clerical personnel in the work of all clerical positions by classification so that in emergencies or when workload demands, individuals can be temporarily reassigned to alleviate the station's immediate problem.
- c. Review all Clerk Typist positions in the Police Department to determine which positions do not require a typing skill of 45 words per minute to relieve the requirement to recruit persons who have such skills in the limited labor market that now exists.
- d. Reclassify all secretarial positions for Police Captains and below that now require stenographic skills and provide appropriate dictation equipment in lieu of stenographic skills.
- e. Employ part-time clerical positions for each area Records Unit for peak time activities.

- f. Increase civilian overtime allowance for use of area Captains in authorizing emergency overtime.

Records and Identification

Issue

There is a significant backlog of work in the Records and Identification Division. At the time of the audit the backlog was estimated at 1700 employee days, and 64 of the 396 authorized positions were vacant representing a 16% vacancy factor. Many persons on eligible lists will not accept a position in this Division because they have heard it is not a pleasant place to work, and many who do accept positions remain only a relatively short period of time. During the 1978-79 fiscal year, 183 Division employees (or about one-half of the average employment) left their jobs.

Discussion

The Audit Team has identified the following reasons for the high vacancy factor, turnover and resulting backlogs:

1. The general clerical shortage City-wide.
2. Many persons (both potential and current employees) do not want to work weekends or at night. They seek out jobs in other City departments which do not require weekend or night work. (This Office believes that work assignments can be adjusted so more positions will work only Monday to Friday on the day shift.)
3. Because of reduced staffing, employees are expected to work harder on a continuing basis, and they feel frustrated by the growing backlog of work.
4. In order to assure at least minimum deployment, supervisors closely monitor sick time usage, time of reporting to work, and time-off. For example, supervisors call employees who have used considerable sick time to verify that they are home, and recuperating, and if there is no answer they go to the employees home in person. Reporting late to work (one minute or more) results in an official entry being made on an "Incident Card". Employees find it is difficult to take time off when they need to, and the reason for taking time off is questioned even though the employees may be using time they have already earned. Some Chief Clerks are less flexible than others with respect to these matters, and employees do not think this is equitable.

5. Work areas are not well laid out and the general atmosphere is not as pleasant as it could be. Carpeting should be provided to deaden sound and to benefit employees who must be on their feet much of the day.
6. Other Divisions of the Department borrow clerical personnel from the Records and Identification Division, probably because it is considered to be a ready pool of personnel. At the time of the audit four positions were on loan and this appears to be the average number on loan each deployment period. Because of the vacancy factor and heavy backlog of work in this Division, personnel in Records and Identification should not be loaned to other Divisions. Each Division Commander should continuously assess the overall clerical workload and shift work between other sections as required to balance the workload.

The Records and Identification Division Commanding Officer is aware of most of the problems and is actively trying to improve the situation. Some actions already taken or planned are listed below:

* "Flex-time" is now in effect and permits employees to start work anytime during a given one-hour period. Flex-time works very well and is well liked by employees and supervisors. However, employees who arrive after the designated one-hour arrival period for flex-time are still considered late and an entry is often made on the employees "Incident Card" for being one and two-minutes late as noted above.

* A request to pay overtime to clerical employees, in order to reduce the backlog has been submitted.

* More volunteer workers are being recruited.

* Authority of first-line supervisors is being strengthened.

* More training is being provided to supervisors and new employees.

* The Division's Suggestion Program has recently been reactivated.

* Clerical positions are being considered for Pay Grade designations based on difficulty of the work as is being done elsewhere in the City.

* Efforts are underway to make employees feel that they and the work they are doing is really appreciated, and that clerical employees are not inferior.

The recommendations below are intended to further enhance the ability to employ and retain a full complement of employees and thus keep the work up to date. However, management and supervisors within the Division must make additional positive efforts to improve the image of the Division to existing and future employees.

Recommendation No. 2

That Police Department management assign responsibility to the Office of Administrative Services to:

- a. Develop work assignments whereby as many clerical positions as possible could be designated to work Monday through Friday only, thus eliminating the requirement that all clerical employees make themselves available to work weekends on a rotating basis. Also develop work assignments and spaces so that more personnel could be assigned to the Day Watch.
- b. Seek ways to reward those employees who must work on weekends by establishing vacation preference or proposing some additional benefit through the meet and confer process.
- c. Employ part-time employees during peak periods.
- d. Discontinue the practice of loaning clerical employees of the Records and Identification Division to other divisions as long as a critical backlog exists.
- e. Review the Division's personnel procedures involving reporting late to work and use of time off and, if possible, modify these procedures to improve employee attitude.
- f. Request the Bureau of Engineering to do an office layout and equipment study of the Records and Identification Division area, and recommend the best arrangement for a pleasant and efficient working environment. This study should be done in conjunction with the design of the proposed new microfilming system.

Reserve Officer Corps

Recruitment and Deployment

Issue

The Department is not placing sufficient emphasis upon the Reserve Program to ensure its success and maximum usefulness.

Note: Subsequent to the Audit, the Department has made some significant changes aimed at revitalizing this program. However, the discussion and recommendations remain valid.

Discussion

The value of the Police Reserve Corps appears to be well established. The Corps furnishes the Department with trained personnel to supplement the regular force on special occasions, as well as on routine patrol. In 1978, reserve officers worked a total of 10,423 shifts, the equivalent of 41 full-time officers.

Probably the greatest value of the Corps is in the area of public relations. The existence of the Corps demonstrates that anyone who meets the qualifications is welcome to join the Police force and participate in almost any area of police activity. Further, the reserve officers are valuable in interpreting community attitudes for the regular officers, and in relating police attitudes and techniques to the community.

Recently, the Reserve Corps has been allowed to decline. Since January, 1977, there has been a net loss of 162 reservists. At the present time, there are 287 reserve officers in the Police Department program. The number of shifts worked each month by the average Reserve Officer is also declining.

The decline appears to be due to a lack of emphasis placed on the importance of the Reserve Corps. A reserve coordinator is responsible for the operations of the Corps in each area, the effectiveness of the coordinator varies widely from area to area. There is very low stability and continuity in the coordinator assignments.

There is little evidence of area commanding officers' interest in the Corps. The use of reservists is seldom planned in advance or contemplated in deployment planning.

In a time of shrinking employment and severely restricted budgets, the use of reservists should be maximized.

Recommendation No.3

That the Police Department management emphasize the importance and usefulness of the Reserve Corps to bureau and area commanding officer's by various means including the following:

- a. Initiate special communications from the Chief of Police and the Office of Operations which clearly indicate Department support for the Reserve Corps.
- b. Direct commanding officers to assign responsibility for reserve activity in each area to a specified position.
- c. Require each area commanding officer to include the use of reservists in all deployment planning.
- d. Instruct the Personnel and Training Bureau to develop a recruitment campaign in cooperation with the local communications media.

Employee Benefits

Issue

Police duty by a reserve officer may result in injury which could incapacitate the officer in his or her civilian employment, resulting in a severe loss of pay not covered by State workers' compensation payments. There are several other areas where minor change could improve the attractiveness of the Reserve Program to potential or present reservists, or improve the administration of the Program.

Discussion

If a reservist is injured while serving as a police officer, he or she is eligible for State worker's compensation benefits, at the minimum level prescribed by the State. This usually results in a severe reduction in pay for the reserve officer, if he or she is unable to perform in his or her civilian employment.

A questionnaire was recently circulated to all current reserve officers asking if the reservist would approve a proposal to supplement the workers' compensation benefits by an approximately equal amount in insurance benefits, to be financed by reducing the current monthly reimbursement payment (\$15). Although the complete results of the survey are not yet available, the response to date is favorable.

The supplemented workers' compensation payment could be provided by purchasing an insurance policy, or by the City

directly. Either way - the cost would be minimal and could be financed by reducing the amount of the reimbursement presently paid to each reservist.

Field reserve officers are required to qualify with weapons each month, on their own time. This is a burdensome requirement and a change to bi-monthly qualification appears to be in order.

Each reservist is required to serve at least two eight-hour shifts per month in order to receive reimbursement and maintain reserve officer status. All other Departmental operations are on a deployment period (four week) basis. Placing reservists on the same deployment period basis would simplify administration and create one additional service period per year.

There are in-service training programs for reserve officers. However, there are no minimum requirements for in-service training. Because of the sporadic nature of reservists service, training should be emphasized, and a minimum training requirement instituted.

Reservists are primarily motivated by a desire to serve, and the service should be appreciated and recognized. Some reservists serve faithfully for long periods of time, but receive no gesture of appreciation upon completing their service. A formal program should be established which would provide for recognition of long and faithful service.

Recommendation No. 4

That Police Department management take the following actions:

- a. Recommend a supplemental workers' compensation benefits program for reserve officers to be financed from funds currently devoted to the Reserve Program.
- b. Change the weapons qualifications requirement for reserve officer from monthly to bi-monthly.
- c. Recommend amendment to the ordinance governing the Reserve Corps, to change the requirement for service on a monthly basis to service on a deployment period basis.
- d. Require reservists to complete a minimum training program.
- e. Establish an appropriate recognition program for long-term reservists.

Overstaffing of Traffic Divisions

Issue

There is no apparent justification for two Lieutenants at each of the four existing Traffic Divisions (nor at each of the four Traffic Office locations proposed in the Traffic reorganization described elsewhere in this report).

Discussion

There should be only one Lieutenant at each of the four Traffic Divisions rather than the presently assigned two. Lieutenants should act as executive officers if the present organization is continued or as field office heads under the organization proposed elsewhere in this report. Sergeants should act as the Traffic Watch Commanders at all times.

Both Lieutenants and Sergeants now act as Watch Commanders, with Sergeants normally on the AM Watch and other watches when the Lieutenants are off duty. There is no question that Sergeants can perform as Watch Commanders because they are now doing so, and because Traffic Watch Commanders do not have the same broad range of problems to cope with as patrol watch commanders, there is no need for Lieutenants in this capacity at any time.

This arrangement will permit reassignment of four Lieutenant positions. We do not believe there is a need to add any additional Sergeant positions because Sergeants are now available to act as Watch Commanders when the Lieutenants are away and as Assistant Watch Commanders when they are present. If all Sergeants are assigned to supervise both Traffic Enforcement and Accident Investigation units in the field as is done at Central Traffic Division now, there should be even more time available.

Recommendation No. 5

That Police Department management take appropriate action to:

- a. Reassign one of the two Lieutenant I positions at each of the four Traffic Divisions, assign the remaining

Lieutenant I at each Division to be executive officer, and assign Sergeants to be Watch Commanders at all times.

- b. Upon implementation of the Traffic re-organization described elsewhere in this report, assign the one remaining Lieutenant I at each location to be a field office head.

II. UNIT CONSOLIDATIONS

Office of Operations Staff Units

Issue

The Investigative Analysis Section in Detective Headquarters duplicates the work of other specialized staff groups within the Department.

Discussion

The Investigative Analysis Section in Detective Headquarters is responsible for the following activities:

- Developing, reporting, and implementing improvements in investigative techniques and procedures.
- Studying and assisting in the development of automated systems useful to investigating officers.
- Analyzing crime statistical trends.
- Preparing correspondence concerning investigative procedures and techniques.
- Preparing Geographic Detective Administrative Systems Manual.
- Preparing detective training materials and conducting detective training schools.
- Preparing detective divisions organization charts and budget requests.

Many of these activities duplicate the work of other staff groups, especially in areas of planning, research, evaluation and special training. The resulting additional cost and lack of coordination should be eliminated through the consolidation of related activities.

Recommendation No. 6

That Police Department management abolish the Investigative Analysis Section and distribute its activities to the appropriate special staff sections in the Department.

Gang Control Units

Issue

The creation of gang control (CRASH) units in all geographic Bureaus eliminates the need for a separate headquarters Gang Activities Section.

Discussion

The Gang Activities Section of the Detective Support Division, Operations-Headquarters Bureau was created many years ago to provide expertise in gang-related matters to field units. The Section receives intelligence and maintains files on gangs and gang members; provides field patrol to monitor gang-related activity and to effect arrests; and provides investigative assistance to field units in the investigation of gang-related crimes. The Section is staffed with 20 sworn personnel.

In 1972, a CRASH (Community Resources Against Street Hoodlums) Unit was organized at Seventy-Seventh Street Station to control the youth gangs which were flourishing in that Area. Such units were later organized at Southwest and Southeast Stations. All these units were created from manpower resources available to the Area Commander.

In 1977, the Department received a Federal grant to establish a CRASH program in the Operations-Central Bureau. The Central CRASH Unit serves all geographic areas in the Central Bureau. The Federal grant expired on August 31, 1979; however, the 1979-80 Budget contains funds for the continuance of the Unit.

The 1979-80 Budget also contains funds for the creation of CRASH Units in Operations-West Bureau and Operations-Valley Bureau, as well as the continuance of the existing units in Operations-South Bureau.

Many of the reasons for the existence of the Gang Activities Section will be removed by the creation of CRASH Units in all geographic bureaus. These specialized Units will not require the services of the Headquarters Section as much as before. Each unit will have its own gang files (or access to a central gang file) and detailed knowledge of its own area.

The functions of the Gang Activities Section include monitoring the activities of motorcycle gangs, a function not now

performed by existing CRASH Units; it is, however, a function which could be assumed by such units, particularly with the provision of additional personnel.

The Gang Activities Section also provides City-wide coordination of gang-related control activities. This coordination function could be assigned to the Central Bureau CRASH Unit. That Unit is and will be the largest gang-control Unit and is centrally located to provide a coordination service.

Recommendation No. 7

That Police Department management, at such time as CRASH units have been established in all geographic bureaus, abolish the Gang Activities Section; assign to the Operations-Central Bureau CRASH Unit responsibility for coordination of gang-control functions City-wide; assign to all CRASH Units responsibility for monitoring activities of motorcycle gangs; assign necessary personnel from the former Gang Activities Section to CRASH Units; and reassign the remaining positions to basic field duties.

Planning and Research Type Units

Issue

There is a lack of coordination of the work performed by various research and study units in the Department. Projects are sometimes duplicative, and the work is not being performed as economically as possible.

Discussion

Many units in the Department perform special studies. These include the Planning and Research Division - Planning and Research Bureau; Evaluation and Administrative Section - Office of Operations; Tactical Planning Section - Uniformed Services Group; Inspection and Control Section - Chief's Office; Crime Prevention Unit - Office of Operations; and Research Unit of the Training Division - Personnel and Training Bureau.

Current administrative controls do not prevent duplicative work. The Planning and Research Division devised a system to track research efforts in the Department to prevent duplication. This system became operational during 1980.

Presently, objective and independent studies at lower levels of the organization are less likely to be authorized or performed due to many approvals required before the study reaches the Chief of Police.

Significant manpower savings can be realized if separate research and study units are combined. Most of the work in the Planning and Research Division is already Department-wide in nature, making it the logical centralized research unit.

Recommendation No. 8

That Police Department management consolidate all Department-wide research and study units or activities now existing into the Planning and Research Division.

Legislative Analysis and Legal Research Type Units

Issue

Several units conduct research pertaining to actual or proposed legislative changes, respond to inquiries concerning the effect of law and legal decisions on Department procedures, and report on City Attorney and District Attorney opinions. Consolidating these separate staffs and their libraries would reduce overall operating costs.

Discussion

Staffs to review legislative changes, law and legal decisions are found in the Planning and Research Division, Juvenile Division, the Investigative Analysis Section and the Traffic Coordination Section. Staffing averages two to three employees in each section. Officers selected for these assignments are usually law students.

The most complete law library and largest staff is in the Planning and Research Division, Planning and Fiscal Bureau. This legal research and legislative analysis unit does about 50 percent of its work for the Chief of Police. Extensive legal bulletins are prepared for Department-wide distribution, and Police Manual changes are reviewed for legal implications. They receive about five to six phone calls per hour from the general public and Police Officers concerning interpretation of the law. The other legal units in the department frequently use this unit for consultation.

Considerable time could be saved if all similar sections in the Department were merged into the legal and legislative analysis unit of the Planning and Research Division. The individual specialists handling traffic and juvenile matters would be retained, and legal analysis would be prepared more efficiently if this work were done centrally.

Recommendation No. 9

That Police Department management consolidate the several legal research and legislative analysis type units into a single unit in the Planning and Research Division.

III. MANAGEMENT

Police Officer Stress Management

Issue

The daily work conditions faced by Police Officers frequently result in psychological stress. If stress is not managed properly, it may result in poor officer performance, excessive sick leave, disability pensions, workers' compensation awards, improper arrests, officer misconduct, citizen complaints, liability suits, and heavy damage awards.

Discussion

Over ten years ago the Behavioral Science Services Section was created to help the Department and individual police officers deal with psychological stress problems. A present staff of three Psychologists, one Administrative Assistant, one Secretary, and five Psychology Interns (unpaid) offers services in therapy and counseling, teaching, training, research, management consultation, and crime consultation.

The therapy and counseling service is a direct effort to help individual officers and civilian employees deal with stress. The stress may or may not be job-related. In calendar 1978, counseling was provided to 448 persons, of which 250 were sworn personnel, and 198 were civilian employees and spouses.

The remaining services provided by the Section are more organizationally oriented and of only indirect benefit to individual officers. The Department has requested additional staffing from time to time, but budgetary limitations have prevented the requests from being funded.

In 1977, an Interdepartmental Stress Management Task Force, composed of representatives of the Mayor, City Council, Personnel Department, Pensions Department, and Police Department, studied the problem of psychological stress of police officers. The Task Force concluded that City costs in the areas of disability pensions, workers' compensation, personnel complaints, and civil liability could be reduced by funding a stress management training program (Early Warning System) and a psychological services clinic in the Police Department, and certain services in the Personnel Department.

The Task Force report states that in 1976-77, of disability pensions awarded to Police Officers, 27 were described as "psychological". In the same year, workers' compensation awards were made to 40 officers for conditions related to psychological stress; the value of these awards was \$426,740.

The budget for the current year, 1979-80, contains funding for the stress management training program, or Early Warning System. The funding includes one Psychologist I, one Administrative Assistant, one Clerk Stenographer, and funds in the amount of \$50,000 for employment of outside mental health consultants. The project will train Sergeants in the early warning signs of emotional upset and behavioral problems, brief counseling techniques, and appropriate referral resources. The outside consultants will assist the Sergeants in difficult cases. The Department psychologists will provide followup counseling and any necessary treatment generated by the early identification of stressed officers.

On July 6, 1979, the City Council adopted a report of its Police, Fire and Public Safety Committee relating to Council concerns about officer-involved shootings. The report recommended, among other things, that the "Police Department be requested to propose expanding the staffing of the Behavioral Sciences Unit of the Department to provide for a stress management program and propose funding for the previously unfunded recommendations of the Stress Management Task Force; and, that the Chief Legislative Analyst be requested to assist the Department in seeking grant funding for such programs".

On July 24, 1979, the Police Commission responded to the Council that the Early Warning System was funded in the 1979-80 budget; and that the psychological services clinic had not been previously requested due to budgetary considerations, but that the Chief of Police is currently re-evaluating the matter. Further, the Chief feels that this program should not be financed from a grant, but from the City budget, inasmuch as the program would be on-going.

The psychological services clinic, as proposed by the Interdepartmental Task Force and endorsed by the Council, would provide comprehensive and timely counseling and therapy. It would also perform research, in cooperation with the Personnel Department, and psychological review of probationary evaluation forms and counseling of probationary officers. The clinic would be staffed by seven full-time and six part-time psychological personnel, five administrative personnel, and three clerical personnel. The cost of the clinic has been estimated by the Department at \$377,782 annually.

Although the value of a stress management program is unquestioned, the cost of the psychological services clinic appears excessive and beyond the budgetary capability of the City in the foreseeable future. The Early Warning System should be

implemented, allowed to operate for a reasonable period of time, and carefully evaluated before further augmentation of the stress management program is made.

However, additional counseling and therapy services may be made available for sworn personnel from the present staff by restricting such services to sworn personnel and their immediate family members. Inasmuch as the provision of such services is limited, they should be offered only to those with the more serious stress problems - i.e., police officers. Health insurance plans available to civilian employees also provide for this type of care.

Recommendation No. 10

That Police Department management take action to restrict the provision of psychological counseling and therapy services to sworn personnel and immediate family members, providing only services not available through private health plans.

Internal Discipline - The Personnel Complaint Process

Issues

The length of time it takes to process a complaint through the Department is excessive, routinely requiring four months. The pamphlet which explains how to file a complaint against a member of the Police Department does not identify either the publisher or the author.

Discussion

The Internal Affairs Division (IAD) performs the investigation into approximately one-third of all the complaints filed against Departmental personnel; the remaining complaints are investigated by the commanding officer of the member complained against. In 1978, Office of Operations units investigated 675 complaints, expending 16,588 staff hours in the process, an average of 24.6 staff hours per complaint. This workload was not evenly distributed among areas: Southwest Area and Seventy-seventh Street Area processed the greatest number of complaints, 78 and 51 respectively; Devonshire Area and Newton Area processed the smallest number, 13 and 18 respectively. At those stations where a large number of complaints are processed, the investigation and report preparation constitute an administrative burden of consequence. Nevertheless, complaints assigned to area field units for investigation are usually processed expeditiously.

For those complaints assigned to IAD for investigation, the field investigations are usually completed in a timely manner. However, a shortage of clerical personnel creates a lengthy delay in typing the investigation reports and other portions of the case files. Unless an investigation report is assigned a typing priority, it will not usually be typed in less than three months.

The provision of modern word-processing equipment could speed the preparation and correction of reports and eliminate the backlog of typing, without the addition of personnel. Such a recommendation is contained elsewhere in this report.

After a complaint has been finally adjudicated, the IAD sends a letter to the complainant (if outside the Department). A form letter is used, one form for each of the four possible dispositions, with blank areas to be filled with data pertinent to a particular case. No explanation is given as to the reasons for the conclusion arrived at, and there is no mention of any discipline imposed.

The Police Commission in its report on the Eulia Love case has recognized that these form letters are inadequate to inform complainants of the disposition of a complaint. The Commission has determined that more information must be provided in each case.

The Police Commission has recently published a pamphlet describing how a complaint may be filed against any member of the Department. While the pamphlet is well-written and accurate in content, it is rather unattractive and does not identify the publisher or author. The only identifying information is one reference in the text to the Los Angeles Police Department.

Recommendation No. 11

That Police Department management:

- a. Request the City Administrative Officer to make a survey of the word processing needs of the Internal Affairs Division and make appropriate recommendations to the Chief of Police.
- b. Critically review the pamphlet entitled, "How to Make a Complaint of Misconduct Against a Los Angeles Police Officer", before its reprinting, and make such changes as are deemed appropriate including the items identified in this Report.

Training

The Police Department operates a large training establishment offering a variety of training programs, from basic recruit training to advanced management seminars. Several issues associated with the administration of the training function are outlined below.

Spanish Language Instruction

Issue

The Spanish language recruit instruction program does not seem to be achieving its intended goals.

Discussion

The Spanish segment of recruit training currently consists of 140 hours, or 14.6 percent of the total 960 instructional hours. An evaluation of the Spanish language recruit instruction program prepared by the Training Division's Evaluation and Validation Unit in November, 1978, recommended that Spanish instruction be eliminated from the recruit curriculum because it was not achieving its intended goals of teaching a recruit officer to use the language well enough to secure information to complete a Preliminary Investigation Report, a Field Interview, and a traffic citation, and make verbal emergency commands. The loss of language proficiency after leaving the Academy was also identified as significant. In lieu of recruit instruction, an all-volunteer in-service Spanish instructional school was recommended to be taught by two instructors and made available to officers of all ranks and assignments on the basis of need and learning ability. The Evaluation Unit stated that this type of approach would automatically include people who are motivated to learn the language and who would have frequent opportunity for its use and, hence, its reinforcement. We concur in these conclusions and recommendations.

Recommendation No. 12

That Police Department management take action to discontinue Spanish language instruction as part of the recruit curriculum and institute a voluntary in-service Spanish instruction program.

Facilities Maintenance Unit

Issue

There is insufficient work at the Police Academy to keep all Facilities Maintenance Unit craft personnel fully occupied.

Discussion

With the exception of a six-person gardening crew, there is insufficient work at the Police Academy to keep all of the Facilities Maintenance Unit personnel fully occupied. Centralization of maintenance functions in the Police Supply Division at Piper Technical Center would result in better supervision and more efficient utilization of personnel. Not only would maintenance personnel be available for dispatch to the Police Academy, but they would be available for dispatch to other Department locations as well.

Recommendation No. 13

That Police Department management take action to centralize the Facilities Maintenance Unit, with the exception of the Gardener Caretakers, in the Police Supply Division at Piper Technical Center.

Maintenance and Inspection of Handguns

Issue

The Police Department does not have a regular inspection and maintenance program for handguns, and there is no way to insure that officers' weapons are in good operating condition.

Discussion

During a recent recall of all Smith and Wesson handguns, personnel of the Ordnance Unit found that a significant number (over 50 percent) of the weapons turned in needed repair, modification or cleaning. Ordnance Unit personnel also discovered that some officers had used outside armorers to perform work on Department weapons. Not only is this contrary to Department policy, but much of the work performed was substandard.

Recommendation No. 14

That Police Department Management take action to initiate a maintenance program for handguns, whereby handguns are brought into the Ordnance Unit for routine maintenance every two years.

Detective Training Schools

Issue

The assignment of responsibility for coordination of detective training schools to the Detective Services Group, Office of Operations, has created duplication, and has reduced the effectiveness of the overall training program.

Discussion

The conduct of training efforts for detective staff is coordinated within the Investigative Analysis Section, Detective Services Group, Office of Operations. Other operational units are also coordinating their own training activities, and significant duplication of effort is taking place. Even though detective training is a specialized discipline, many of the elements of the training and the efforts necessary to stage a training program are universally applicable to any training effort. Specifically, the selection of sites, the identification and notification of trainees, the scheduling of classes, and the maintenance of records are elements applicable to all training efforts.

Department representatives indicate that the coordination of training for detectives by a unit within the Detective Services Group insures that training programs will be tailored and sensitive to the special needs of detectives, and further that the structure predisposes a more positive response by the trainees to the training.

There are parallels to the detective in-service training example in other areas of the Department, including Traffic and Juvenile Divisions. The potential for more efficient training utilizing a central coordination point to address common aspects of the training process is very good. We are specifically not advocating the centralizing of the in-service training itself, as it now appears to be well conducted. It will remain necessary to use operating personnel to conduct the training sessions. The consolidation recommended should be limited to coordinating activities.

Recommendation No. 15

That Police Department management take action to consolidate the coordination and scheduling of specialized training from other operational units of the Police Department into one training unit within the Personnel and Training Bureau.

Training Fees

Issue

Fees presently being charged to outside agencies for training provided at the Academy do not recover all Departmental and City costs.

Discussion

In a motion (Stevenson-Ferraro) introduced in the City Council on July 19, 1979, the City Administrative Officer and the Police Department were requested to report on the feasibility of actively soliciting participation from other communities in Los Angeles police training programs. The motion also requested identification of appropriate fees for provision of the service.

At present, the Police Department does not actively solicit outside participation in its training programs. However, outside agencies are made aware of courses offered by the Department through word of mouth, police literature, and Commission on Peace Officers Standards and Training (POST) Bulletins. Current charges to non-City personnel are \$713 for basic recruit training and \$10 per day for in-service training courses.

During fiscal year 1977-78, there were ten non-Department officers enrolled in the basic recruit training course; in 1978-79, there were eight such enrollees. In 1977-78, there were 134 non-Department personnel enrolled in the following in-service training courses: Sergeants School, Juvenile Procedures School, Vice School, Basic Detective School, Motor Officers School, Jail Operations School, Organization and Development Seminar, Field Training Officer School, Advanced Officer Civil Disturbance School, and FBI Instructor Development School. In 1978-79, there were 133 non-Department personnel enrolled in eight different training courses.

Basic recruit training capacity is 80 persons per class and 960 per year (12 x 80). At the time of the Audit there were two classes of 11 and 19 each at the Academy. Though this was a temporary situation due to the Blake Case it is unlikely that capacity will be reached in the foreseeable future, e.g., 535 recruits were originally budgeted for 1979-80. There would be certain benefits if the Academy were operating more near capacity, primarily increased utilization of training personnel. While the Department indicates that personnel not being utilized for training purposes are transferred to the field, it does not appear that full pursuit of this objective occurs as a matter of course. More recruits should mean more efficiency.

In regard to in-service training, the situation is different. Most of these classes are not started until they are filled, so there is no real capacity problem.

The fee charged to non-Department personnel for recruit training is \$713, which is based on the Police Commission policy of recovering only marginal costs. In the most recent fee report (CAO File No. 0180-00139(3U)), the City Administrative Officer recommended full cost pricing of \$4,810 per person.

It is unlikely that the City would elicit much interest from outside agencies at the rate of \$4,810 per person for the basic recruit training course. Such training is offered at many locations throughout the State, sometimes at only a nominal cost. The Los Angeles County Sheriff's Department provides the training free to personnel employed by police agencies located within the County. The Sheriff charges \$2,354 each for personnel employed by agencies located outside of the County and at the time of the audit had only one such person enrolled.

The present practice of charging non-Department personnel \$10 per day for in-service training classes is based on the Police Commission's policy of recovering marginal costs only. In-service training fees should be increased to more fully recover Departmental and City costs. Some representative in-service training fees charged by the Sheriff's Department to outside-the-County agencies are: Patrol School, 3 weeks, \$1,260; Jail Operations, 80 hours, \$249; Vehicle Enforcement, 40 hours, \$326; Baton Instruction, 40 hours, \$246.

Recommendation No. 16

That Police Department management take action to:

- a. Initiate a program to actively solicit participation from other communities in Departmental training programs, particularly in basic recruit training.
- b. Retain the marginal cost fee charged to outside agencies for the basic recruit training course (currently \$713 per student).
- c. Adjust the current \$10 per day fee charged to outside agencies for in-service training to a figure computed to more accurately reflect the costs of this training.

Internal Auditing

Issue

The Department places heavy emphasis on internal auditing to the point of creating considerable redundancy. The amount of such activity has created some concern among officers

and supervisors regarding its value to management and its effect upon supervisory practices.

Discussion

The Department makes extensive use of internal auditing at all levels of the organizational hierarchy for quality control and policy compliance. Auditing is also intended to prevent abuse of power and corruption, and it has been a successful technique in this context. However, the management control aspect needs review in terms of its over-all impact on field operations. Field supervisors audit the activity logs of their officers and conduct call-backs to assess the level of citizen satisfaction with police service. Bureau staffs make in-depth audits of area activities such as field deployment of patrol units and sergeants, and compliance to Departmental policy. Auditing is also performed by the Office of Operations and by the Inspection and Control Section of the Chief's Office.

Reaction by the rank and file officers and field supervisors to the auditing practices varies. Most agree that a random periodic evaluation of activities is necessary, but some have stated that auditing has become a substitute for basic field supervision, is in many cases overly redundant, and has become routine to the point of being more a means of control and intimidation rather than evaluation.

In the course of this Audit, we have not attempted a comprehensive evaluation of the Department's internal audit activities, but fully support such activities as a learning tool and as an aid to diagnosing problems. Audits can be a constructive force in support of supervision, but should not become a threat to individual officers. Audit policy and activities should be reviewed in this regard.

Recommendation No. 17

That Police Department Management assign appropriate resources to review the Department's internal auditing requirements to eliminate unnecessary redundancy, and focus on the value of each audit to improve service, increase efficiency, and prevent abuse; and to insure that audits do not become a substitute for supervision.

Productivity Improvement

Issue

Worthwhile productivity improvement initiated by one organizational unit are not implemented uniformly throughout the Department.

Discussion

Although various units in the Department perform evaluative studies of operations, there is no overall focus on the potential for achieving greater productivity from existing resources. Obviously, each supervisor and manager carries a responsibility in this regard, but there is a need for the kind of program visibility which accompanies a specific formal assignment of a Department-wide nature. The Department has met this type of need in the past by assigning functional coordinators to review certain matters. There is a need for management attention to this subject within the framework of normal fiscal integrity; there is an even greater stimulus provided by the passage of Proposition 13 and the budgetary strictures which have followed.

We noted extensive variations in the operations of the 18 geographic areas. Some areas were clearly more efficient than others. Variations were noted in the following operations: use of personnel, statistical recordkeeping, regular time and overtime timekeeping, preparation of the Daily Occurrence Report, control of report distribution, maintenance of pin maps, and others.

Of notable concern was the fact that improved operational programs initiated by one geographic area were not routinely applied in other areas. We can only assume that the other areas were not informed of the improvement, or proper attention was not given to the potential for broad scale implementation of the improved method of operation. There should be a stronger sense of direction to review and assess common operations in the areas so that innovative efforts to improve efficiency and/or effectiveness may be duplicated to the overall benefit of the Department.

Even though many major improvements will center on area operations, significant improvement opportunities also exist in Headquarters operations. As stated in other sections of this Audit Report, improvements need to be made in information services and office automation. Organizational structures established in the past are frequently inappropriate for today's problems.

Recommendation No. 18

That Police Department management assign specific responsibility to the Planning and Research Division for evaluating and monitoring Department operations to improve productivity where possible and implement major improvements uniformly throughout the Department.

IV. OPERATIONS

Detective Headquarters Division

Issue

The Administrative Information Unit and the City Attorney Investigation Unit in the Detective Headquarters Division are both overstaffed.

Discussion

A total of 10 light-duty Police Officer II positions and one Clerk Stenographer are assigned to the A.M., P.M., and Day shifts in the Administrative Information Unit. The Unit operates twenty-four hours per day, seven days per week. Assigned personnel perform certain administrative duties including maintaining a list of all outgoing long distance calls, and providing home addresses and telephone numbers of sworn personnel on an as-needed basis. The staff makes the required notifications on officer-involved-shootings, and is available to answer general inquiries. The workload of this Unit could be accomplished with a lesser number of uniformed personnel.

The City Attorney Investigation Unit consists of a Detective II and four Detective I's. Usually only two or three persons are assigned. The work consists of providing various types of assistance to City Attorney staff, including serving subpoenas, gathering pre-trial evidence and testimony, and transporting witnesses. The work can be accomplished by three full-time personnel. Most of the work does not necessitate the assignment of sworn personnel, and two of the three remaining positions can be replaced with non-sworn positions without difficulty.

Recommendation No. 19

That Police Department management:

- a. Transfer three Police Officer II positions from the Administrative Information Unit to field duty.
- b. Reduce staffing of the City Attorney Investigation Unit to three positions.

- c. Transfer two Detective I positions to Area Detective Units.

Vice Enforcement

Uniformed officers on regular patrol make arrests of open and obvious vice offenders and take initial reports on vice complaints, while specialized units assigned to each of the 18 areas investigate all violations of prostitution, lewd conduct, gambling, bookmaking and alcoholic beverage control laws. These vice units, composed of Police Officer III, Sergeant II, and Lieutenant II positions, range in size from six to 16 officers each, with Clerk Typists assigned to the larger units. The total authorized strength for all area vice units as of July 1979 was 149 sworn and six non-sworn positions. Department-wide, there are approximately 200 sworn positions devoted to full-time vice enforcement. This total represents slightly less than three percent of the sworn positions in the Police Department.

Because of the potential for police corruption, organized crime involvement, and adverse criticism of police enforcement of "victimless crimes", administration of the City's vice program has built-in checks and balances and receives constant top level police review. The Chief of Police meets weekly with the Captain of the Administrative Vice Division to review vice operations and vice enforcement efforts in the City. Although it has no line authority over the 18 geographic vice units, the Administrative Vice Division acts as a lead agency and has responsibility for monitoring and auditing the vice units' enforcement efforts on a City-wide basis to ensure uniformity and effectiveness, assisting them with operations which exceed their resources or geographic jurisdictions, correlating and maintaining intelligence information related to organized vice activity, and investigating vice activities of a large scale or organized nature.

While the vice units in the 18 geographic areas concentrate on the individual violators of prostitution, alcoholic beverage, lewd conduct, gambling and bookmaking laws, the focus of the Administrative Vice Division is on the major violators such as the producers and distributors of pornographic material, large bookmaking operations, pimps and madams, and semi-public casino and gaming hall operators. This division of responsibility insures that no single entity has responsibility for all vice enforcement, thus rendering less effective any attempts by vice offenders to bribe officers to "look the other way".

The overall strength of the Administrative Vice Division was cut about 25 percent two years ago. The Captain of the Division states that the Department is not giving the same attention to the vice problem as it used to. This reduced level

of vice enforcement was confirmed by the Audit Team's review of geographic vice units. Reduced staffing levels make vice enforcement difficult. This decline in enforcement was given as the cause of the proliferation of prostitutes in Hollywood. Because of the extreme community consternation over the issue, the entire Administrative Vice Division was assigned to assist the Hollywood Area in a three-month crackdown on prostitutes along Sunset Boulevard. Reportedly, where there once were a hundred prostitutes on the street on an average night, only ten were recognized in a recent survey. Approximately 650 cases against these prostitutes are now in the court system. This intensive effort resulted in a temporary decline in the enforcement of other vice activities in the City.

Issue

The quality of vice investigations and case preparation is lower than it should be.

Discussion

In the past, the Administrative Vice Division had six officers specifically assigned to audit the vice units in the 18 geographic areas in order to maintain City-wide standards and operational policy. Due to the personnel reductions, the audit staff was assigned other duties. There is a reported lack of uniformity in vice investigations in the areas, and the quality of case preparation has deteriorated. It is acknowledged that reductions in staff will prevent reactivating the six-member Audit Section; however, it is recommended that up to four individuals be assigned on a part-time or full-time basis to conduct periodic audits and to assist in training and monitoring area vice personnel. Restoration of the audit function, although not at the level of previous years, will help to alleviate the reported inconsistencies.

Recommendation No. 20

That Police Department management take appropriate action to reactivate the vice audit function by assigning up to four members of the Administrative Vice Division to audit and assist in training personnel assigned to the 18 geographic area Vice Units, on at least a part-time basis.

Narcotics Enforcement

Prior to the Departmental realignment in February, 1979, there was divided responsibility for narcotics activities.

At that time, enforcement for major narcotics violators and all support activities was handled by the Administrative Narcotics Division, and enforcement relating to the street use of narcotics by adults and juveniles was decentralized and handled by area narcotics personnel.

After the realignment, all narcotics activities except juvenile narcotics were centralized into the Narcotics Division. The Division presently includes all units of the former Administrative Narcotics Division plus a newly designated Field Enforcement Section. Most of the narcotics specialists who were formerly assigned to the area narcotics units were transferred to the four Bureau units in the Field Enforcement Section. Personnel in the area units who were handling juvenile narcotics matters were transferred to a new Juvenile Narcotics Section in the Juvenile Division.

Fewer narcotics personnel are currently assigned to handle adult narcotics matters in each of the Bureau units than were available prior to the centralization. Approximately fifty of the sworn personnel were transferred from narcotics activities to other sworn assignments in the Department.

The centralization of the area narcotics personnel into the present Field Enforcement Section has been a somewhat controversial change. Some narcotics specialists believe that under the area organization, the narcotics personnel were able to work more closely with area detective and patrol personnel, and others believe that more intensive narcotics enforcement will result from the centralized mode of operation because liaison will still be maintained with personnel in the area stations, and because the supervision at all levels is now oriented solely towards narcotics matters. In this regard, we have noted that while overall adult street enforcement may have suffered initially due to the organizational change and the reduction in personnel, the centralization should ultimately result in more efficient utilization of personnel. The fact that the narcotics arrest rate is currently running about eight percent higher than last year appears to bear this out.

Problems which were noted during the Audit concern the availability of sufficient "flash" money in the Major Violator Section, and the availability of undercover vehicles. The vehicle problem is discussed in the Support Services section of this report.

Issue

The amount of "flash money" available for large undercover operations is insufficient.

Discussion

The Narcotics Division currently has a total of \$50,000 in marked bills available for large drug operations. These funds are called "flash money" and are used to convince drug dealers that the purchaser has the funds necessary to make a large buy. These funds were provided to the Department in the 1973-74 Budget and have not been increased since that time. For most operations this amount is sufficient. However, periodically these funds are insufficient and the Department has had to borrow funds from other drug enforcement agencies. On a recent case, the Department was forced to borrow money from nine different agencies as far away as Tuscon, Arizona. Normally, when agencies lend money for these purposes they also wish to be involved in the investigation. This can create complications and hinder operations. Also, a great deal of effort is required on the part of Detectives to arrange for these funds.

The amount of "flash money" should be increased. Two fairly simple solutions would be to: 1) Allocate all budgeted Secret Service funds for the Department in the first period of the year and then use these monies to augment the "flash roll". As the funds are expended during the year, the size of the "flash roll" would decrease. 2) Encumber all Departmental Secret Service funds at year end and add any unexpended balance to the existing \$50,000 Narcotics Division "flash roll". Due to the nature of most expense accounts usually not all funds are expended. By using this method, eventually the "flash roll" will increase to a more appropriate level. The combination of the above two measures should improve undercover operations in the Division.

Recommendations No. 21

That Police Department management take appropriate action to:

- a. Allocate all Departmental Secret Service funds in the first period each year.
- b. Encumber all Departmental unexpended Secret Service funds each year and add these funds to the Narcotics Division "flash roll" until \$150,000 (in 1979 dollars) is available.

Juvenile Crime Enforcement

The Department has a major objective of preventing today's juvenile offenders from becoming tomorrow's adult criminal. The existence of the specialized Juvenile Division in

Headquarters Bureau and the Juvenile Units in the 18 geographic areas represent a positive commitment to this objective. There are 85 sworn and 8 non-sworn positions in the Juvenile Division and 6 to 16 personnel in each of the 18 geographic area Juvenile Units.

In 1977, 41.2 percent of the arrests for major (Part I) crimes in the United States were of juveniles under the age of 18. During the same year, juveniles arrested in Los Angeles for major (Part I) crimes represented about 29 percent of all such arrests. It is clear that juvenile crime is very significant and that sufficient resources must be devoted to cope with this problem.

Juvenile Division

The Juvenile Division is responsible for conducting certain City-wide juvenile enforcement and assisting department personnel with juvenile matters. Its four major sections are the Juvenile Narcotics Section, Child Protection Section, Operations Section, and the Administrative Section.

The Juvenile Narcotic Section provides a City-wide enforcement of narcotic violations involving juveniles, including those cases where adults furnish narcotics to juveniles. Four Narcotics Units composed of seven detectives each are assigned to each of the four geographic bureaus to primarily patrol school areas for narcotic activities.

The Child Protection Section is composed of the Abused Child Unit and Sexually Exploited Child Unit. The Abused Child Unit has City-wide jurisdiction for follow-up investigation of all physically or sexually abused child cases caused by a parent, legal guardian or person having physical custody of the child. The Sexually Exploited Child Unit investigates the sexual exploitation of children for commercial purposes.

The Operations Section maintains liaison with the Probation Department, Juvenile Court, District Attorney, Public Defender and other agencies who are involved in the Juvenile Justice System. It also coordinates the Juvenile Court On-Call System. Four juvenile consultants in this Section provide training, assistance and guidance on juvenile policy and procedure to geographic personnel.

The Administrative Section consists of a Research Unit, Training and Statistics Unit, Youth Programs Unit, and a Bicycle Detail. It performs a variety of administrative duties.

Geographic Area Juvenile Units

Each of the 18 geographic Areas has some form of specialized Juvenile Unit within the Area Detective Division.

An Area Juvenile Coordinator is responsible for providing expertise to area personnel in matters of juvenile procedures. Depending on size, the coordinator supervises from 6 to 16 personnel.

The Juvenile Units operate a "Juvenile Car", usually on the P. M. Watch. The Juvenile Car is normally a plain car assigned to patrol locations where juveniles are known to congregate, such as parks, recreation areas, teenage clubs, and arcades. Some Juvenile Cars are operating only five nights a week instead of seven nights due to a shortage of personnel.

During the Day Watch, the Juvenile Units have a "School Car" which works closely with the schools in the area. They try to create rapport with the students, enforce traffic laws, seek out truants, car thieves, narcotic activity and loiterers on or near campuses.

Juvenile Case Handling

Issue

The expertise which juvenile officers possess with respect to juvenile law and procedures and referral of juveniles to rehabilitative agencies is not being uniformly applied.

Discussion

All 18 Police areas have a Juvenile Unit headed by an Investigator III known as the Juvenile Coordinator. However, the types of crimes handled by these units and the number of personnel assigned varies from area to area. Based on discussion with juvenile specialists, we believe that the Juvenile Units should process all cases committed by juveniles except Homicide and Kidnap. This would be similar to the procedure now in effect at the Rampart Area, and would bring juvenile expertise to bear on most all cases involving juveniles. Officers working with juveniles must be given special training in handling the cases properly, including referrals to the appropriate rehabilitation agencies.

Recommendation No. 22

That Police Department management take appropriate action to require Juvenile Investigative Units in all areas to process all juvenile cases except those involving homicide and

kidnap, and adjust personnel assignments within each Detective Division as necessary to accomodate the shift in workload.

Training Coordination

Issue

The Juvenile Division is performing a training coordination function which should be performed by the Training Division. Also, it is too costly to maintain separate Research and Statistical units in the Juvenile Division.

Discussion

The Training and Statistical Unit in the Juvenile Division coordinates training in Juvenile Procedures at the Police Academy and performs a variety of housekeeping functions for the Division. Statistical reports are no longer prepared by this unit, and coordination of juvenile training should be performed by Training Division personnel as recommended elsewhere in this report.

The Training and Statistics Unit should be merged into the Research Unit of the Juvenile Division. There should be only one Detective II, and the remaining positions should be reduced in number as a result of the decreased workload and civilianized.

The Training and Statistical Unit now consists of one Detective II, one Detective I, and one Police Officer II. The Research Unit now has one Detective II, one Detective I, and two Police Officer III's. A minimum of one Detective II position and one Dectective I position should be transferred to field detective work as a result of this merger.

Recommendation No. 23

That Police Department management take appropriate action to merge the Juvenile Division's Training and Statistical Unit into that Division's Research Unit; place one Detective II in charge; and reduce the number of positions assigned as a result of the merger and transfer of juvenile training coordination.

V. POLICY

Affirmative Action

Issue

As a result of law suits alleging discriminatory hiring and promotional practices for sworn personnel, the Police Department is under a court order to attempt to include a specified percentage of females and blacks in any new hiring of Police Officers, and the Law Enforcement Assistance Administration has suspended the Department's receipt of federal grant monies.

Discussion

There are currently two law suits in process against the City of Los Angeles concerning the hiring of minorities and women as police officers. The case of Blake vs. City of Los Angeles has been in the courts since 1973 and is directed toward the employment of more female officers. The case of United States vs. City of Los Angeles was initiated in 1977 by the U.S. Department of Justice and alleges broad based discrimination in the hiring and promotion of sworn police personnel.

As a result of these discrimination suits, the Law Enforcement Assistance Administration (LEAA) has suspended the payment of grant funds to LAPD, and the City is now under a court order to attempt to include a specific percentage of females and blacks in any new hiring of Police Officers. There will be further proceedings in the Appellate Court in March which will determine whether this requirement will continue.

Conclusion

The Department, with the assistance of the City Attorney, must seek the earliest possible resolution of the pending litigation so that hiring of police officers may be resumed. Critical staffing shortages will occur in the near future if these matters remain unresolved.

Note: Subsequent to Audit activity the Department entered into a consent decree regarding women and minorities and, with the Personnel Department, has commenced a recruiting effort.

Official Police Garages

Issue

Current City practices governing the designation of Official Police Garages unnecessarily restrict competition for the designation, and preclude effective control over the activities of the garages once they have been approved.

Discussion

The Board of Police Commissioners currently designates privately owned businesses to operate as Official Police Garages (OPG's) in each of the Department's eighteen geographic areas. At the present time there are sixteen garages that serve as OPG's. Two OPG's are designated to cover the City for heavy duty tows.

Within their designated area of reponse, OPG's are used by the Police Department as a primary impound/towing resource. In addition to impounding and towing services, OPG's also store sell and scrap various types of vehicles, and must abide by various laws and ordinances when so doing.

When an OPG vacancy occurs in a geographic area, the Board solicits applications from interested parties and selects a designee which, in its judgment, is best qualified to receive the Official Police Garage designation. Once granted, OPG's are only terminated for cause and are only rarely revoked. This makes it very difficult for new people desiring to enter this business to do so.

A formalized competitive bid and contract system of selecting OPG's could have certain advantages over current selection methods. The arguments against and for a formalized system are listed below:

Arguments Against:

1. There is a large initial investment required to acquire/lease the land, facilities, and equipment needed to get into this business;
2. The loss of uniformity in rates if a bidding system were utilized;
3. The financial hardship on persons now operating OPG's should they lose the OPG designation; and
4. Increased administrative burdens imposed on the City due primarily to increased audit functions.

Arguments For:

1. Easier for new people to enter the business;
2. Revenue to the City from a franchise fee; and
3. Increased control over the operations of OPG's, primarily due to financial audits not now routinely performed.

Whether these benefits listed above would actually result from the competitive selection of OPG's is not known at this time. However, the potential is certainly there, and the City should make some effort to test the validity of these potential benefits. The City should also reconsider the open-ended granting of OPG designations and set some reasonable termination date.

Recommendation No. 24

That the Police Commission:

- a. Go out to bid the next time an OPG becomes available to determine, on a trial basis, how the bid/franchise system compares to the present system.
- b. Change OPG designations to include a definite expiration date.

VI. SUPPORT SERVICES

Manual Records Systems

Issue

The Police Department has tended to focus its considerable systems analysis capabilities on automated information systems, while devoting insufficient effort to manual systems.

Discussion

- a. Time is being wasted because the same documents are filed unnecessarily in more than one location in the area stations. Crime reports are on file in both the Records Unit and the Detective offices. Original copies of reports are also on file in the Records and Identification Division at Parker Center.

We believe that only one set of files should be maintained on police reports in the area stations.

- b. Too many copies of some reports are being prepared and distributed by area records clerks. A detailed study of records distribution, conducted by personnel at the Southwest Area station, revealed that area units and some units at Parker Center do not need as many copies of some reports as the Department Manual specifies.

The Department should institute an annual review of report distribution to determine needs, and modify the Department Manual accordingly.

- c. Area Record Units may be unnecessarily maintaining index card files. Each report processed generates an index file card which is eventually filed. Creating the cards and filing them is costly and in many cases there is a significant filing backlog. All the information contained on the index cards is available through the Automated Division of Records Issuance System (ADRS) computer system with the exception of the location of occurrence, and the Records and Identification Division maintains a location file. It would be necessary to maintain a card file for vehicle reports and arrest reports which have no DR number

because these reports are not entered into the ADRIS System.

The indicated course of action would be to eliminate the Record Unit index card files for all except vehicle reports and arrest reports which bear no DR number.

- d. Preparation of the Daily Occurrence (D.O.) sheets by Record Unit personnel is a time consuming task of doubtful value. All repressible crimes are typed on D.O. sheets including stolen cars, burglaries, and thefts. Reportedly, D.O. sheets are not normally used by patrol officers. The same information is available from the pin-maps and reports prepared by the Analytical Unit.

Based on the foregoing information, it appears the Department should eliminate the preparation of Daily Occurrence Sheets.

Recommendation No. 25

That the Police Department management instruct the Automated Information Division to provide systems analysis and development efforts to improve the manual records system from field preparation to ultimate disposal.

Micrographics Improvements

Issue

The Department lacks expertise in the micrographics field. This contributes to poor quality production, disinterested staff, and missed opportunities for cost effective micrographic applications.

Discussion

The Department's microfilm operation is in the Records and Identification Division with Clerk Typists. Knowledge of the work is passed on by past incumbents of the job to new employees. Similar work in the Records and Micrographics Group, Bureau of Engineering, Department of Public Works, is performed by Photo-reproduction Operators.

At our request, an administrator from the Records and Micrographics Group, Bureau of Engineering, made a tour of the microfilm facilities and operations of the Police Department. The Engineering Records and Micrographics Group operates the largest micrographic operations in the City and has extensive

facilities in City Hall. The Group does work for other City departments such as Personnel, Airports, and City Clerk.

The survey of the Police microfilm operations indicates: Clerk Typists do not have the training or expertise for micrographic operations; microfilm equipment is antiquated and in poor operating condition; microfilm in storage is deteriorating and no duplicates are available; major records operations in the Records and Identification Division can be placed on micrographics at a cost savings. The Engineering spokesman stated that his Department could assist the Police Department in improving its micrographic operations and assist in new applications and would consider performing some of the operations as it does for other City Departments.

Recommendation No. 26

That Police Department management request services from the Records and Micrographics Group, Bureau of Engineering, to assist in improving existing micrographics operations, and to implement other feasible micrographic applications.

Office Equipment

Issue

The lack of adequate office equipment is reducing the overall productivity of police personnel.

Discussion

The Department is probably the City's largest generator and user of information processed on paper systems. In the decentralized geographic areas, where the bulk of the police force is located, reports are generated 24 hours a day, seven days a week. Approximately 2.5 million copies of police reports and other documents are reproduced each month. It was our observation that the Department is using many outmoded and costly techniques to process this workload. There has been an overemphasis on storing crime information in computer systems but not enough emphasis on information capture and paper copy distribution.

Office equipment deficiencies identified in the Audit include obsolete typewriters, and inadequate distribution and availability of dictating machines, duplicating machines, facsimile transmission machines and word processing equipment.

We observed the lack of word processing capabilities in the Police Department. Applications have been implemented for years in other City Departments, (i.e., City Attorney, City

Administrative Office, Bureau of Street Lighting). - Potential word processing applications such as preparation of investigative reports, letters, and general office correspondence abound in the geographic areas. With the increasing shortage of clerical staff and an increasing work load, word processing systems should be used in the Department.

While other City personnel employed in the Civic Center area benefit from the availability of dictating machines, extensive word processing equipment and secretarial pools to process their workloads, personnel assigned to the geographic areas of the Police Department generally do not.

We observed or were told of the following situations in geographic area stations:

- Extensive breakdowns of the single reproduction machine in each geographic area station cause delays in work and require the transporting of material for reproduction by car to an adjoining station several miles away.
- Ten year old typewriters, recommended for salvage, are used 24 hours a day in area record units and jails and frequently break down.
- Original letters and investigative reports are completely retyped many times in order to achieve error free copies. (The approval process for letters from personnel in geographic area stations to higher command levels is time consuming and inefficient.)
- Detectives hand print up to 30-40 page reports because dictation equipment isn't available, they have not been trained in its use, and typing staff doesn't exist to type reports.
- Volunteer typists and office clerical personnel fill in, to help Detectives and Police Officers with the workload.

The 1974 Management Audit of the Police Department recommended the provision of dictating equipment to all organizational units which could benefit from its use, and the required training in its operation. Supplemental budget requests were submitted by the Police Department for Fiscal Year 1975-76, but no dictation equipment was requested by any entity within the Department.

We observed numerous applications for dictating equipment and word processing equipment and received many positive responses from all levels of officers. We, therefore, again make the recommendation that the Department provide

dictating equipment, word processing equipment, and operational training as required to all appropriate organizational units.

Because duplicating machines are so vital to 24 hour police operations, we can see no alternative but to recommend that additional machines be provided for assignment to locations as needed in case of breakdowns. It would be advisable to have an additional smaller machine in each area station.

Of the 650 Selectric typewriters in the Department inventory, about 190 or 30 percent are over ten years old. In the last three fiscal years, only 26 electric and Selectric typewriters were replaced in the budget due to the overall financial constraints upon the City.

A survey made by the General Services Department, Office Equipment Repair Section, in July 1978, identified 90 Police Department typewriters for replacement, but because of limited manpower, it was unable to complete an evaluation of all Department typewriters. Many other machines that could qualify for replacement still remain to be surveyed. For example, only 65 replacement electric typewriters were requested in the 1979-80 budget.

Recommendation No. 27

That Police Department management assign staff to develop a plan, within current budget totals, to provide budget authority to:

- a. Begin the implementation of word processing capabilities in the geographic and headquarters operations of the Department. The system should have the capability of transferring information from one terminal to another.
- b. Provide dictating equipment and training in the use of such equipment to all appropriate organizational units.
- c. Expand the facsimile communication system so that administrative reports, vehicle reports, deployment rosters, letters, and other priority correspondence can be transmitted from terminal to terminal. Include all major geographic and headquarters locations.
- d. Supply the Department with adequate typewriters.
- e. Provide a smaller copying machine to each of the 18 geographic Area stations which will be available when the larger machine is inoperative.

Reliability of Crime Statistics

Issue

Manual tallies of crime statistics differ substantially from computer reports produced by the Automated Information Division.

Discussion

The Automated Information Division is responsible for retrieving information from the Department's on-line and off-line systems. It publishes regular and ad hoc Departmental reports such as the Statistical Digest, Weekly Administrative Report, Monthly Report and Attacks on Police Officer Report. The unit provides City crime statistics to the State and FBI. However, the statistics produced by this Division frequently vary from those maintained at other organizational levels, which diminishes their credibility.

Our findings substantiate those of the consultant who helped prepare the Police Information Systems Master Plan. The problem as stated in the "Final Report Phase" Police Information Systems Master Plan is:

There is an almost universal feeling among users that many of these computer generated reports are inaccurate and therefore not very useful. Conflicting manual tallies are maintained at all organizational levels in addition to computer reports making management accountability difficult.

With the exception of the Weekly Administrative Report, no other report is being received by everyone who is to receive it in a timely fashion.

Recommendation No. 28

That Police Department management direct the Automated Information Division to reconcile the problem of differences between the manual crime statistics which are maintained at various organizational levels in the Department and the computer generated statistics produced by the Automated Information Division.

Automated Gang Information File

Issue

The various gang investigation units within the Department (CRASH, Gang Activities Section) maintain separate gang files which contain information that either is not available Department-wide or duplicates information in other units.

Discussion

The Gang Activities Section and the various CRASH units maintain subject files by gang, gang members, moniker (alias), and gang vehicles. These files with some variation are maintained on a manual basis for each gang investigation unit. The primary source document for the various gang files are Field Interview Cards prepared by the gang investigators. In addition, patrol and other police personnel also prepare Field Interview Cards which include gang related information.

Under this procedure, there is a strong probability of duplication in record keeping and gang identification efforts. Duplication is not a problem if there is an efficient method of making the gang information collected by one unit available to another. The greatest duplication occurs between the Gang Activities Section and the Central Bureau CRASH Section since the largest number of street gangs operate within the Central Bureau.

The primary problem of the current manual systems is not one of duplication, but rather that information pertinent to a case being reviewed by one entity is stored in the files of another entity and not available for review because its existence is not known. Since the Field Interview Card forms the primary source document for all these files and since the Automated Field Interview System (AFIS) utilizing this data is operational within the Department, it should be possible to create a Gang File within the AFI System that would provide for the creation of a City-wide source of gang information available to all persons involved in gang investigations.

Recommendation No. 29

That Police Department management assign responsibility to the Automated Information Division to identify the requirements for creating an automated gang file, and determine, in cooperation with the Data Service Bureau, if modification of the existing AFI System is feasible from an operational and cost standpoint.

Supply Division

Position Vacancies

Issue

Personnel cuts in the Supply Division have seriously handicapped supply operations. This directly impacts police field operations. In addition, all work in the Division can and should be performed by nonsworn personnel.

Discussion

The Supply Division is responsible for the centralized ordering, receiving and distribution of all supplies and equipment items for the Police Department with the exception of motor vehicles. The Division also operates the jail laundry service, disposes of Department records, operates a metal and carpentry shop for the fabrication of specialized equipment items and for repairs of private property damaged in mistaken police action, maintains a furniture repair shop, and issues police safety clothing items.

Supply Division personnel are working with the General Services Department in the effort to implement the City's Materials Management Program. Current plans indicate that most of the Police Department's general supply and warehousing operations will be consolidated into the General Services supply operations at Piper Technical Center, leaving only unique police supplies under Department control.

The Supply Division suffered a 23 percent personnel cut due to Proposition 13. As a result, delivery of needed supplies to geographic locations was changed from a weekly schedule to a bi-weekly schedule. Also, sufficient time has not been available to properly inspect shipments received from vendors, thereby necessitating additional follow-up time to resolve problems which have arisen because of inadequate inspection. In addition, Storekeepers have been required to work inappropriately as secretaries and truck drivers, and a one and one-half year backlog of special work has accumulated in the carpentry shop. The four vacant positions in the Division should be filled until such time as the City's Materials Management Program becomes operational and can absorb some of the police supply operations.

The July 1, 1979 Table of Organization report indicates that the Supply Division is authorized one sworn and 31 nonsworn positions. At the time of the Audit three additional police officers had been unofficially assigned to the furniture repair and carpentry shop. Only one of the four police officers currently assigned to the Supply Division is on "light-duty" status. Outside of the accommodation of light or limited duty

police officers, there is no need for the placement of sworn police officers in the Supply Division. The entire Division should have only nonsworn positions.

Recommendations No. 30

That Police Department management take action to:

- a. Fill the vacant positions in the Supply Division.
- b. Replace all Supply Division sworn positions with non sworn positions.

Waste Paper Recycling

Issue

The Department is not realizing a potential revenue source involving the recycling of waste paper.

Discussion

Each week about eight pallet loads of forms and records which could be recycled are taken to a landfill and buried under the supervision of Supply Division personnel. Since the City Clerk's Records Retention Center will be located at Piper Technical Center along with Police Supplies, a consolidated scrap paper salvage system could be established, operated by the General Services Department's Salvage Division.

Recommendation No. 31

That Police Department management request the General Services Department to assume responsibility for all Police waste paper destruction, disposal or sale at the Piper Technical Center when that facility is completed.

Property Division

Issue

A number of existing conditions in the Property Division offer potential for improvement, including property disposition methods, labor intensive maintenance of property record files, space arrangement in Parker Center, work backlogs, storage of property found at the Los Angeles International Airport and use of sworn employees in activities which do not require peace officer status.

Discussion

Functions of the Property Division are to receive, store, issue, and dispose of evidence and non-evidence booked into the Police Department. The Division, headed by a civilian Stores Supervisor, is composed of two sworn and 69 civilian positions. Each of the 18 geographic police stations has a property room. The Central Property Section at Parker Center oversees the property operations of the metropolitan police areas and Harbor Area, and the Valley Property Section at Van Nuys oversees the geographic property rooms located in Valley Area stations, the West Los Angeles Area Station, and the Venice Area Station.

a. Property Disposition

The Property Division cannot release any property being held for evidence without detective approval. When released for disposal, guns and narcotics are destroyed. Other property is released to the owner, or if unclaimed sold at quarterly public auctions at Van Nuys or Parker Center, the revenue going to the Police Pension Fund. In order to obtain approval for release or destruction of property, the Property Division transmits property disposition request form 10.06 (a three by five card called a "dispo card") to the detective divisions on which the responsible officer records whether the property is to be disposed of (destroyed or sold), released to its owner, or held until a later date. Approximately 110,000 dispo cards per year are processed.

The Property Division sends the dispo cards to the Areas 90 days after the property is booked. Areas are supposed to return the completed cards to Property Division within 10 days; however, dispo cards are viewed by many Detectives as red tape, and are not returned at all. The return rate ranges from 60 to 70%. Many cards each month must be retyped and distributed, causing substantial repetition of work. A Senior Station Officer remarked that if the return rate could be brought up to 90%, many hours of work could be saved. It appears that completion of the dispo cards is not given appropriate attention by Detective supervisors.

Conversely, the Property Division should analyze the returned cards to determine what percentage indicate that the property must be held until a later date. If a large portion of the cards indicate that property must be held, the 90-day period for sending out dispo cards should be extended to 120 days or perhaps longer. The benefits of lengthening this period are twofold: (1) Detectives will not have to be bothered with checking on property repeatedly because more property will be "disposed of" on the first round, thus improving their attitude and reponse rates, and (2) Property Division staff will not have to reprocess the dispo cards as many times, and will, with improved Detective response, have fewer lost cards to reissue.

b. Property Control

The property control operation currently employed by the Property Division is very thorough and periodic audits of records and property are made to insure the adequacy of the system. However, the system is very labor intensive. Each item booked is handled up to ten times from the receipt at the Area property room, through its analysis as evidence, notification of transfer, and release. In the process of maintaining the property record file, the same data is typed repetitively in four different control records.

The Department requested computer automation of the manual process of booking property in the 1979-80 Budget. The name of the proposed system is APICS (Automated Property Inventory Control System). After reviewing the operation and the Department's proposal, we support the development of the system under the procedure described in CAO Rule 13, Development of Data Processing Systems.

c. Working Conditions

The Property Division space in Parker Center consists of office space, public counter, vault, refrigerator vault, and a large warehouse space. Much of the staff is located in the office and counter area. However, eleven positions are located in the warehouse area which is not well suited for office space, with no heating or air conditioning. This location is quite remote from the counter area, which causes the expenditure of much time walking between the counter and the warehouse.

d. Workload/Position Reallocations

Because of the severe personnel reductions in the last several years, a backlog of work is occurring in property record preparation and property disposals. For example, at the Venice Property Room, about 500 property reports did not have property cards prepared thus requiring long searches to locate specific property items. Second and third disposition notices are not being prepared for the disposal of an increasing amount of property, resulting in increased crowding of storage shelves. Personnel reallocations described below could alleviate the situation until the automated system goes on line.

The two sworn positions assigned to the Property Division are Police Sergeants. One of them is assigned to supervise the Central Property Section and the other the Valley Property Section. The Audit Team could find no compelling reason for these positions to be filled by sworn peace officers. The Valley Property Sergeant position should be reallocated to Principal Station Officer, and the Central Property Sergeant should be deleted and replaced by two Station Officers positions which could be assigned on a rotating basis to property rooms with large workloads. These changes would improve the

promotional opportunities for the civilian employees, alleviate the workload problem, and would result in an annual savings of more than \$28,000 in salary and fringe benefits.

e. Responsibility for Property Found at LAX

One Police estimate indicates that about 25 percent of the property entering the property room of the Venice Area Station is lost property found at the Los Angeles International Airport (LAX). This additional workload is impacting an already heavy workload at Venice. To provide better public service, a Lost and Found operation should be operated at the Airport by the Department of Airports.

Recommendations No. 32

That Police Department management take action to improve Property Division operations by implementing the following:

- a. Instruct Detective supervisors to ensure that Property Disposition Request forms are completed in a timely manner.
- b. Explore the feasibility of changing the Property Disposition Request period from 90 days to 120 days.
- c. Request development and implementation of an Automated Property Inventory Control System through the CAO Rule 13 process.
- d. Analyze the space assigned to Property Division in Parker Center and seek to relocate staff closer to the public counter, with conditions more conducive to the administrative and clerical tasks being performed.
- e. Replace the remaining two sworn Sergeant positions with one Principal Station Officer and two Station Officer positions. Assign the Station Officers to provide assistance to property rooms impacted on peak days, and to alleviate backlog conditions.
- f. Request the Department of Airports to establish a Lost and Found operation at Los Angeles International Airport.

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